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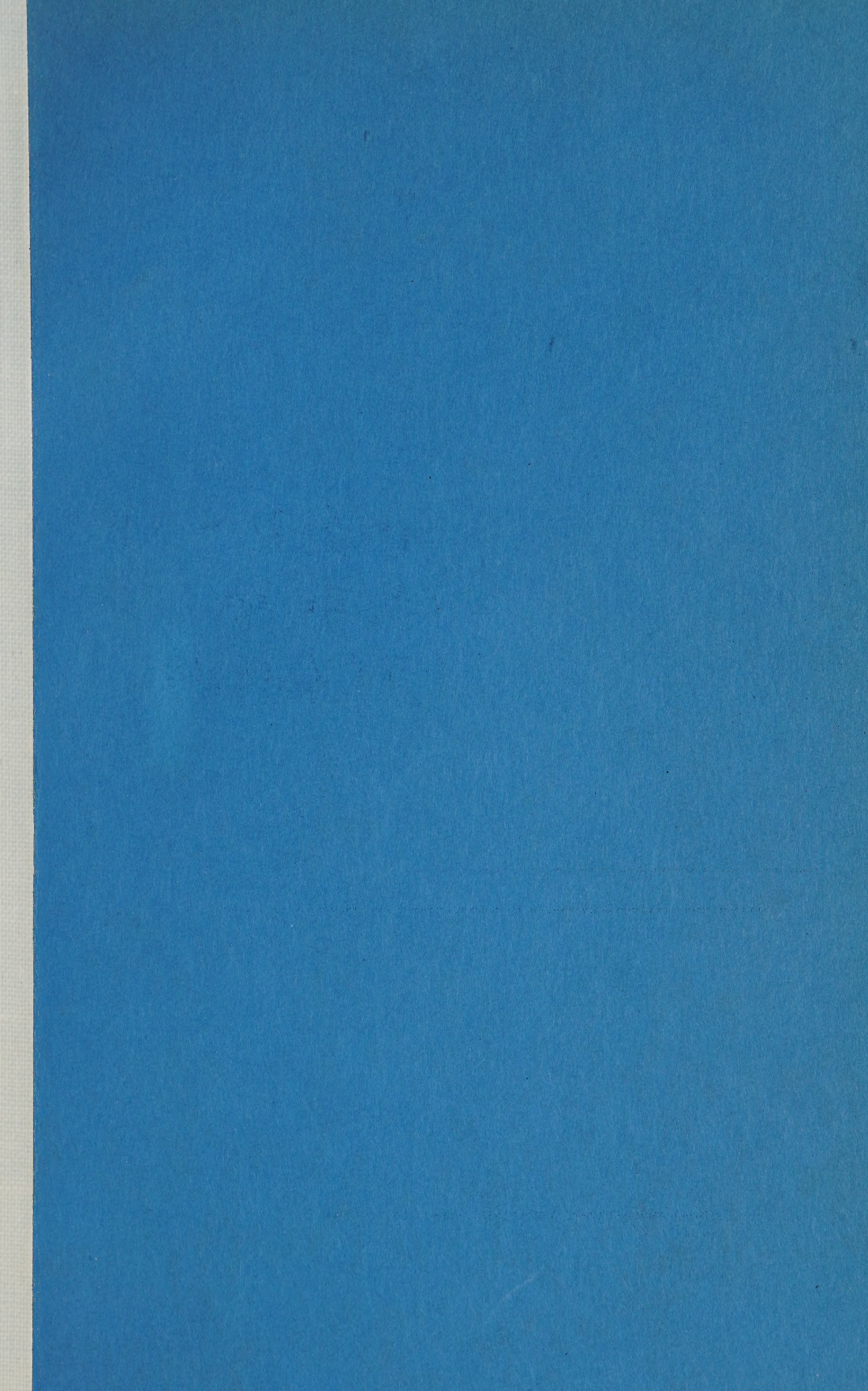
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Canada. Parliament. House of
Commons. Standing Committee on
Indian affairs, human rights and
citizenship and immigration.

Minutes of proceedings and
evidence.

1966-67

no. 1-9





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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

**Indian Affairs, Human Rights and
Citizenship and Immigration**

Chairman: Mr. M. L. KLEIN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

THURSDAY, MARCH 3, 1966

THURSDAY, MAY 19, 1966

Respecting

Estimates (1966-67), Indian Affairs Branch of the Department of
Northern Affairs and National Resources

WITNESSES:

The Honourable Arthur Laing, Minister of Northern Affairs and National
Resources; *from the Department of Northern Affairs and National
Resources:* Mr. E. A. Côté, Deputy Minister and Mr. C. I. Fairholm,
Head of the Secretariat, Indian Affairs Branch.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

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STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. M. L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and Messrs.

Aiken,	Howard,	Prud'homme,
Alkenbrack,	Macaluso,	Reid,
Badanai,	Moore (<i>Wetaskiwin</i>),	Skoreyko,
Baldwin,	More (<i>Regina City</i>),	Tremblay,
Bell (<i>Carleton</i>),	Munro,	Wahn,
Crossman,	Nasserden,	Watson (<i>Châteauguay-</i>
Graffey,	Orange,	<i>Huntingdon-Laprairie</i>)
*Guay,	Orlikow,	—(24).

Fernand Despatie,
Clerk of the Committee.

*Replaced by Mr. Langlois (*Chicoutimi*) on March 2, 1966.

WEDNESDAY, MARCH 2, 1966

ORDERS OF REFERENCE

House of Commons,
MONDAY, February 7, 1966.

Resolved,—That the following Members do compose the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

Messrs.

Aiken,	Klein,	Reid,
Alkenbrack,	Macaluso,	Roxburgh,
Badanai,	Moore (Wetaskiwin),	Skoreyko,
Baldwin,	More (Regina City),	Tremblay,
Bell (Carleton),	Munro,	Wahn,
Crossman,	Nasserdén,	Watson (Châteauguay- Huntingdon-Laprairie)
Grafftey,	Orange,	—(24).
Guay,	Orlikow,	
Howard,	Prud'homme,	

LÉON J. RAYMOND,
The Clerk of the House.

WEDNESDAY, March 2, 1966.

Ordered,—That the names of Messrs. Haidasz, Legault and Mackasey be substituted for those of Messrs. Orange, Reid and Watson (*Châteauguay-Huntingdon-Laprairie*), on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

Ordered,—That the name of Mr. Langlois (*Chicoutimi*) be substituted for that of Mr. Guay on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

WEDNESDAY, March 16, 1966.

Ordered,—That the names of Messrs. Orange, Reid and Watson (*Châteauguay-Huntingdon-Laprairie*) be substituted for those of Messrs. Haidasz, Legault and Mackasey on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

TUESDAY, March 22, 1966.

Ordered,—That, saving always the powers of the Committee of Supply in relation to the voting of public monies, the items listed in the Main Estimates for 1966-67, relating to Indian Affairs be withdrawn from the Committee of Supply and referred to the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

MINUTES OF PROCEEDINGS

THURSDAY, March 3, 1966.

(1)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met this day at 10.35 a.m., for organization purposes.

Members present: Messrs. Alkenbrack, Badanai, Haidasz, Langlois (Chicoutimi), Klein, Legault, Moore, Munro, Nasserden, Prud'homme, Roxburgh, Skoreyko, Tremblay, Wahn, (14).

The Clerk attending, and having called for nominations, Mr. Badanai moved, seconded by Mr. Langlois (Chicoutimi), that Mr. Klein be elected Chairman of the Committee.

There being no further nominations, Mr. Klein was declared elected as Chairman.

Mr. Klein thanked the Committee for the honour conferred on him.

On motion of Mr. Wahn, seconded by Mr. Haidasz, Mr. Roxburgh was elected Vice-Chairman.

On motion of Mr. Munro, seconded by Mr. Legault,

Resolved,—That a Sub-Committee on Agenda and Procedure, comprised of the Chairman and four members to be named by him, be appointed.

At 10:40 a.m., the Committee adjourned to the call of the Chair.

M. Slack,

Acting Clerk of the Committee.

THURSDAY, May 19, 1966.

(2)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 11.15 a.m. this day, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Aiken, Alkenbrack, Bell (Carleton), Crossman, Howard, Klein, Macaluso, Moore (Wetaskiwin), More (Regina City), Nasserden, Orlikow, Prud'homme, Roxburgh, Skoreyko, Wahn, Watson (Châteauguay-Huntingdon-Laprairie) (16).

In attendance: The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. G. Gibson, Executive Assistant

to the Minister; Mr. J. W. Churchman, Acting Director, Indian Affairs Branch; Mr. J. D'Astous, Director of Administration, Indian Affairs Branch; Mr. L. L. Brown, Chief, Federal-Provincial Division, Indian Affairs Branch; Mr. J. M. Thibault, Financial and Management Services Adviser, Indian Affairs Branch; Mr. C. I. Fairholm, Head of the Secretariat, Indian Affairs Branch; Mr. P. Deziel, Chief of Administration, Education Directorate, Indian Affairs Branch.

Also present: Mr. Stanley Haidasz, Parliamentary Secretary to the Minister of Northern Affairs and National Resources.

On the motion of Mr. Howard, seconded by Mr. Skoreyko,
Resolved,—That the Committee print 1500 copies in English and 500 copies in French if its Minutes of Proceedings and Evidence.

The Chairman announced the names of the Members who have been designated to act with him on the *Subcommittee on Agenda and Procedure*, namely Messrs. Aiken, Bell (*Carleton*), Howard and Roxburgh.

The Chairman read the Committee's Order of Reference dated March 22, 1966.

The Chairman then called the first item of the Estimates (1966-67) of the Indian Affairs Branch of the Department of Northern Affairs and National Resources:

Item 30. Administration, Operation and Maintenance—\$72,749,500.00, and invited the Minister to make an opening statement.

The Minister made a statement relating to Indian Affairs. He was thanked by the Chairman and examined. He was assisted by Messrs. Côté and Fairholm.

On motion of Mr. Bell (*Carleton*), seconded by Mr. Moore (*Wetaskiwin*),

Resolved,—That the document *Opening Statement by The Honourable Arthur Laing to the House of Commons Committee on Indian Affairs, Human Rights and Citizenship and Immigration*, dated May 19, 1966, be printed as an appendix to this day's Minutes of Proceedings and Evidence (*See Appendix "A"*).

At 12.45 p.m. the Chairman adjourned the Committee to the call of the Chair.

Fernand Despatie,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, May 19, 1966.

● (11.15 a.m.)

The CHAIRMAN: Gentlemen, the opening item on the agenda is to move a motion for the number of copies of the proceedings to be printed in English and French. May I have a motion? I think you had a motion, Mr. Howard?

Mr. HOWARD: It is not a motion, particularly, Mr. Chairman, but knowing of the interest that was exhibited in the joint Senate and House of Commons Committee on Indian Affairs some four or five years ago, and the interest of many Indian people themselves in finding out what transpired in that committee, I think we would require around 1,500 copies in English, but I would not presume to guess about the number in French.

The CHAIRMAN: Mr. Prud'homme, could you assist us in the number of French copies that you think we should print?

Mr. PRUD'HOMME: Well, what is the usual number?

The CHAIRMAN: The suggestion made was 750 in English and 250 in French. But since we are raising the English quota to 1,500—

Mr. PRUD'HOMME: I think 500.

The CHAIRMAN: 500 French?

Mr. HOWARD: I move that the number of copies to be printed should be 1,500 in English and 500 in French.

Mr. SKOREYKO: I second the motion.

Motion agreed to.

The CHAIRMAN: Well, gentlemen, the members of the steering committee on agenda are the following, after consultation with the party whips: Mr. Gordon Aiken; Hon. R. A. Bell; Mr. Frank Howard; the Vice-Chairman, Mr. Jack Roxburgh and your Chairman.

I would now like to read the order of reference dated March 22, 1966, which states:

That, saving always the powers of the Committee of Supply in relation to the voting of public monies, the items listed in the Main Estimates for 1966-1967, relating to Indian Affairs be withdrawn from the Committee of Supply and referred to the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

We will be dealing, gentlemen, this morning with the estimates which are summarized on page 331 and which are particularized and detailed on page 343. We have the distinction of having with us this morning the Minister of Northern Affairs, the Honourable Mr. Laing, and I would invite Mr. Laing to make a statement in connection with these estimates.

Hon. A. LAING (*Minister of Northern Affairs and National Resources*): Thank you, Mr. Chairman. I think that the statement on Indian affairs has been circulated among members. I will refer to it and I am going to read the first two sentences, which are as follows:

Indian affairs administration is distinguished by both complexity and uniqueness. Its role is determined by a broadly-based responsibility and a long-standing relationship to the Indian people of Canada.

Gentlemen, that is all I am going to read of this statement. I am going to make reference to parts of it a little later on. These two sentences have been brought very forcefully home to me in the very short time that I have been responsible for Indian affairs. They are words, but they say a very great deal.

I think there is a uniformity of opinion in all parts of the House that we have to move more quickly in Indian affairs. There is an opinion that all across the years we, and, indeed, the citizens of Canada, have not paid adequate attention to Indians. I think there has been some suggestion that we have been very unfair to them. I think there is a feeling that we are not making any major break-through in either bringing the Indian into comity with other Canadians or that we are giving him or seeing to it that he has an equal share with other Canadians in his personal development or in his personal growth, economically.

Now, this is what confronts me at the present time. I have not been with the department long enough to grasp very much and there are members of this Committee who know a great deal more about Indians and Indian affairs than I, so I want you to bear with me. My relations with the Indians so far have been satisfactory, I think. I have a view that it would be the most inopportune and unprofitable thing for me to tell Indians that I know what they should be doing, and I would think that that probably applies to most Canadians. There is a sort of a dichotomy in thinking of Indians. First of all, today, the Indians have a very great ambition to share and to improve themselves. Then they look at the other side and they say, "If we do these things, we will cut ourselves off from the great basic guarantees made to us in the Treaty Rights and the historic rights we still want respected". In other words, in some cases they say, "We will have to leave the reserve but we must never leave the reserve." This is the view and confrontation that the Indian people have in many instances. I have said this to Indians—and I want to remind you that I have said this to them—that I am more concerned with what they think of me than what I think of them. I think that if Canadians who are not Indians approached the problem on that basis—that their fulfilment is going to come out of their own initiative and that we must not push them faster than they want to go and they will accept—then we will make some very real progress, with the additional monies that we are now voting and the public opinion that we have to do a better job than we have been doing in the past.

I want to tell you that I have been enormously impressed with the value of many of the Indian reserve lands, and I would like to see us make a better job of developing these lands for the Indian people. I am afraid that in many instances—I have a reserve in my own riding in the City of Vancouver; I know a great number of them that are adjacent to Vancouver—these lands have been regarded as ghetto lands, if you like, and we have had ghetto development on

them. I can show you a number of instances very close to Vancouver where extremely valuable lands have been leased out to individuals for 30 or 40 years at \$10 a year for a summer home; the places are all cut up and yet they are extremely valuable lands. If we did not have these commitments made in respect to chopping the thing up in various places, we could go in today with a development plan that would be worth millions of dollars.

In the City of North Vancouver or at least adjacent to the City of North Vancouver, we have very recently signed a lease on a reservation there—this is land which is substantially part of the Port of Vancouver—for \$1,000 per acre per year. There is a half a million dollars or plus hotel going up on the reservation near Duncan at the present time which will provide a very good income for the Indian people. It seems to me that the first move is to put a proper evaluation and a land-use study wherever we possibly can on these reservations to develop the land for the benefit of the Indian people. I find that there are six million acres of reserves in Canada, and I suspect that many of these acres are very, very valuable acreages indeed. To the extent that we can move in that direction, we now have underway a series of studies of land use on those reservations where the need is greatest.

Gentlemen, I want to remind you that today in Canada, 57 per cent of our Indian people are under 21 years of age. This is not going to affect our responsibility to those who are much older; those who we say may have the greatest difficulty in bringing themselves into any relationship with other Canadian citizens or into an appreciation or exercise of the value of our economy, because some of them are at that stage where they cannot. We have policies in respect of the new housing policy, the improvement of reservations, the bringing of electrical power and decent water facilities for the reservations that will raise the status of living beyond subsistence, we hope, of those who are beyond the age where they can take their full place in the Canadian community.

But we are certainly going to direct our attention very largely to the Indian who is 21 years of age or under. This means education. I draw to your attention the fact that 48 per cent of our entire budget is for education. I want to tell you that we are moving in the direction in education where we want the Indian as far as possible, to attend a school that is attended by any other Canadian. We now have agreements with two provinces. In the Province of British Columbia, for a flat rate of \$250 per year, I think, the school boards take Indian children into the ordinary schools, in other words, non-federal schools. We also have an agreement with the Province of Manitoba—differently staged, depending upon the grade of education—where we pay them. We are now considering agreements with the other provinces; I think there are discussions now with two additional provinces.

I would like to tell you something about the other ways in which we are moving. We want to move toward local self-government. Since I have been here I have signed a very considerable number of authorities providing for control and disposition of the income funds of bands. We are doing a very great deal of this at the present time. Some of the bands have now appointed Indian band managers who are operating their affairs, which are not large at this stage but show every promise of growing with the value of the lands that they possess.

They are operating their own affairs so that they have local self-government, if you like at least economic administration within the bands themselves.

We have also had talks with the provinces and I sought the extension of provincial services to the people living on reservations. You are acquainted with what to me was a very unfortunate thing that happened in the case of Ontario where we sent the copies of the agreements to Ontario and an unfortunate impression was left with the Indian people that we were dropping our responsibility here and moving it to the provinces. A complaint was made. I assured the Indians that I would not sign the agreement until they were content. We have had a series of meetings over the last six or eight weeks because they were fearful again of cutting the tie to the great basic commitments made by the Government of Canada in respect of the treaties, and so on. They are forever fearful of this. I am happy to tell you that they have agreed now that we can proceed, and I have told Mr. Cecile this and sent the agreements to him, in the case of Ontario. We want these agreements signed with the other provinces and we expect to move along very rapidly in that sphere.

Now, the main estimates this year are much higher. They are up to \$97 million \$17 million higher than last year. The Operation and Maintenance Vote has increased by \$8,800,000; Construction and Acquisition increase is \$8,400,000. A great deal of this is improvements on reserves such as installation of electrical power. I think the extension of power has been approved within the last six weeks for six or eight reservations which have never had it before. I came upon this before I assumed the responsibility for the department in the Yukon area, where the children attend the Whitehorse school. I went down there. It is not a reserve; it is public land on which the Indians reside. There is no electric light; there is water which they have to carry 500 to 600 yards away from some of their houses. You gentlemen are not unacquainted with the temperature in that area and I would think that by the time they got it home they would have a block of ice instead of water; and yet these children attend the day school, without light, without the ability to wash their hands in the morning. We are not being fair to these people at all. We must push this; we must push the extension of services, so that the children can study in an atmosphere of light, at least, and appear clean in the morning when they go to school.

● (11.30 a.m.)

I am very, very hopeful that in respect of the younger people we can make a tremendous amount of progress in the next several years. This depends in part on our attitude toward the Indian people. There are a variety of views expressed as to how this can be improved. In our cities today Canadians are opening up Indian centres in various places. People of good will are doing what they can to encourage Indians to come into the cities and meet other Canadians, and I am very grateful for the interest and work that they are doing. Now, there will be blow-backs, and there will be a lot of people say: "Well, these are do-gooders", and so on. I would sooner have a "do-gooder" than a "bad-doer" wherever they are. In many places they are doing a superbly good job in assisting the Indians who come into the cities. There is a considerable movement of Indian people into the centres today because they are moving toward what they hope will be jobs. Many of them are taking jobs and they are doing very good work.

I do not think, Mr. Chairman, that I have anything more to say at this time. I will be here for a little while and if there are any questions that anyone would like to ask, I will endeavour to answer them. Thank you very much.

The CHAIRMAN: Thank you, Mr. Minister. Has anyone a question to put to the Minister?

Mr. HOWARD: I have not any questions at this juncture but I think the Committee might well concern itself with some procedure with which to approach this particular question. I do not have any particular questions to ask the minister because, in his own words, he said that he did not think he should be the one to tell Indians what to do, a statement with which I agree whole-heartedly. One of the errors of government operations over the years is that there has developed an attitude, perhaps unrecognized, of some condescension towards native people.

It would seem to me that the Committee should concern itself more at this stage with what should be done to arrive at the point where native Indians have full control, authority and self-government over their own affairs, and not the reverse situation. I know some of us have had many things to say about what the Indian Affairs branch and government should be doing over the years, and I am one of those who has made quite a number of comments about detailed things that should be done. But now that we are at the stage where we have a Committee of Parliament that has the ability to call witnesses, and request permission to subdivide itself into subcommittees—if we want to do that I think, procedurally, we have to get permission from the House, although I am not concerned with the technicalities—we can determine from whom we want to get evidence, information and ideas.

This is the first time in some years that the estimates of the department have been referred to a Committee and, in my opinion, we should be thinking in terms of listening to the native people themselves to ascertain from them what their ideas are, particularly in the field of self-government. We can do this either by calling witnesses before the Committee here in Ottawa or, alternatively—and I only pose this as a thought—by establishing subcommittees and requesting permission of the House to visit these native people in their homes and villages to find out, at first hand their various problems. In this way we would be able to see, first hand, the conditions and to talk with these people about themselves and what they think should be done. The greatest service that we, as a committee could provide to the native Indian people today would be to find out in as much detail as possible from these people who are directly affected by the Indian Act what they desire. We should keep in mind the special point of self-government and the point where the Indian Act and the Indian Affairs branch will become less and less an influence and authority in so far as Indian affairs are concerned.

The minister mentioned education in his statement and this is something we desire for everyone. Everyone should have the greatest possible opportunity to acquire an education because that is the key to progress and understanding. Undoubtedly, we have to do more in the field of education with native people because of the limitations that have been imposed upon them in the past. The same is true with respect to standards of living, housing conditions and all these sort of things.

I just toss these suggestions out as a guide to members of the committee, with all due respect, to the minister, whom I have known for many years, and to the departmental officials. This might be the time when we could dispense with merely seeking answers to technical questions about how much money is required for this and what is the program for something else. As a group of people representing Canadians, we should try to understand the problems of these people, ascertain what their views are, and how fast they want to proceed in this direction of self-government.

The CHAIRMAN: Well, Mr. Howard, you are a member of the subcommittee on agenda and procedure, as I announced previously, with Mr. Bell, Mr. Aiken, Mr. Roxburgh and myself. We will be holding a meeting within the next few days and we will then decide what direction to take in connection with the suggestions you have made.

Mr. NASSERDEN: Mr. Minister, on page 15 of your remarks regarding the people who have been employed by the bands—and I am thinking of the special constables—what are the requirements that have to be met before an Indian band can employ a constable under this program? I note that last year under the grants program bands carried 19 employees, including among them special constables.

Mr. LAING: Would you explain this Mr. Fairholm?

Mr. C. I. FAIRHOLM (*Head, Secretariat, Indian Affairs Branch*): First of all, there must be a need for some sort of law enforcement on the reserve. This is included in the grant structure. A request comes in and the criteria is that, first of all, there has to be a need; secondly, that the person who is selected by the band council meets certain checks by the R.C.M.P. as to character and his capability to do the work. They derive their authority from a warrant issued under the R.C.M.P. Act. They make special supernumerary constables on a yearly basis. Across the country there are about 30 or 40, of these special constables, now on reserves in different provinces.

Mr. NASSERDEN: I had a request from one of the reserves in Saskatchewan the other day for a constable. Does the department pay the entire cost or does the band have to pick up part of the cost?

Mr. FAIRHOLM: There are several ways of financing this. It can be done on a joint basis, usually 50 per cent from the band fund and 50 per cent from the fine revenues. There is a special account where the fines have been placed over a period of years. We have made those kind of arrangements. Then, where the band have no funds they can do this under the grants to bands system.

Mr. NASSERDEN: Thank you very much.

Mr. LAING: I think, if I may say so, that there is a general feeling if band funds are available in these projects they should start making a contribution from these funds because, after all, this is a move in the direction of what we are talking about, where they are assuming their responsibilities themselves. I am going to direct quite a bit of attention to trying to increase the band funds and I am sure we can. The more I look at these properties and see the lack of development that is going on there—they are very rich properties, these are enormously rich properties in many instances—I realize this is the way for them to obtain the money to run their own affairs.

While I am speaking, if I may, Mr. Chairman, I want to comment on Mr. Howard's suggestion. I do not think that I would be wrong in telling you that a suggestion has already been made to us along a parallel line of something in the nature of a continuing committee to do just this thing; in other words, I think, to encourage the confidence of the Indians themselves. This would be more or less a continuing committee and the suggestion was made that it should be a joint committee of the Senate and House. I made no reply nor did I indicate one way or the other, but I think that probably Mr. Howard, who has quite a number of Indian people in his riding and is conversant with their aspirations and so on, has hit upon an idea that is of tremendous importance to us. This is the nub of the whole thing. The Indian should start to have some confidence on his own, to do things for himself, and be an equal. I think it has great merit. I am not in favour of committees running all over this country at huge expense, and I do not think he envisages that. But a continuing committee to make a check here and a check there, Mr. Chairman, I think, has tremendous merit. I would like to have the thoughts of former ministers who are here on this. As I say I think it has tremendous merit. This is our chief problem. We are building up advisory councils; we have the national advisory council, and it is a tremendous reassurance when some of these fellows come in, stand up and talk just like any member of this committee would talk. This is of immense value. We are getting leadership today in certain places; if we can encourage it in all, we are going to solve our problems.

● (11.45 a.m.)

Mr. ORLIKOW: Mr. Chairman, I do not suppose now is the time to make long speeches. Most of us could, I think, agree with the general verbal and written statements that the minister made, certainly with his first remark, that he is not an expert. I think none of us are experts and one of the biggest difficulties we have had in trying to bring the standard of living of the Indian population of Canada up to something near the rest of the Canadian people is that we had too many so-called experts telling the Indians what should be done. So, in a general way, I think we all could agree with what the minister said. I want to give the minister and the government credit where credit is due; they have increased quite substantially the amount of money that is going to be spent. But, when you look at what is being done and what needs to be done then, Mr. Chairman, it seems to me that we are far from doing the kind of job that is required. In the face of the rapidly increasing Indian population we are not really making progress.

The estimates show how much more we are spending on education. But, anybody who has been on a reserve, has seen the kind of schools we have for Indians and compared them to the schools that other Canadians have, or compared the teachers we have, we realize that we are not doing the job. We have been spending a lot of time in Parliament, as we should be, talking about manpower training and so on. Our Indians are moving, whether we like it or not, whether they want to or not, in increasing numbers from the reserves to the cities. I do not suppose anybody has made a recent count but we have several thousands. The number in Winnipeg alone runs into the thousands. These are people who come in to the cities; they have to compete with the rest of the community for available jobs and their education and their approach just do not fit.

I think it was last week the minister tabled an answer to a question of mine—I did not bring it with me—showing the salaries paid to teachers, depending on their qualifications, hired by the department. I have had a chance to compare the salary rates with the salaries paid in Toronto, Hamilton, Sault Ste. Marie and Winnipeg; I can tell the minister and his department's officials, if they do not know it, that we are behind those cities. Mr. Chairman, how are you going to get a young, good and aggressive teacher, who has a future, to go out to reserves where the physical conditions and the environment are far behind what they are in the cities I have mentioned and in many other cities. The salary is behind what they can get in the cities. Now, the Ontario government's minister, Mr. Davis, I think, announced less than a month ago that he is going to pay a bonus—I am speaking from memory but I have it in my files—of \$1,000 a year to people who teach in isolated areas. It seems to me, Mr. Chairman, if we are going to do the job and if Indians are not going to be second class citizens 25 years from now, as they are today, we have to do something and do it immediately. We should get the best of the youngest teachers, not those who do not fit in anywhere else, to go out and teach in Indian reserves for a few years, at least, before they settle down in the cities.

Mr. Chairman, I was glad to hear the minister say that the department intends to do something about the physical facilities in Indian schools. The minister mentioned briefly the development in Kenora in the last year. I remember the brief which the Indians presented to the council at Kenora. I am speaking from memory but I am sure they mentioned the fact that the teacher who taught the Indian children on the reserves had housing facilities, including indoor plumbing, which were not available at the school site to the Indian children. This is a small thing, Mr. Chairman, but I cannot think of a better way of demonstrating by action, not by words, that we really consider Indians to be second class citizens. If the teacher has running water and indoor plumbing and the Indian children have to go to the traditional "privy" you can give them all the lectures you want, Mr. Chairman, but they are second class citizens.

Similarly, Mr. Chairman, I noticed the minister made mention here that the amount of money being spent for adult education is being increased—I do not think I am far wrong because I did a rapid calculation—in the coming year to \$550,000. Mr. Chairman, I suggest that this is completely inadequate.

Mr. LAING: What vote is that?

Mr. ORLIKOW: I did not find it in the vote. It was in your printed statement at page 10. I will read you the sentence. It talks about adult training and it says: "The increased cost of this activity is \$130,600 over last year's figure of \$431,000." That makes it \$561,000. Mr. Chairman, I suggest that adult Indians who, in increasing numbers, are going to have to compete for jobs in mining sites, pulp and paper operations and in the cities for regular jobs in the factory or on construction, are not going to be able to do it with the education they have acquired up to now. We need a crash program, Mr. Chairman, of a much more substantial nature than some \$600,000.

Mr. Chairman, there is just one other item I would like to mention at this time. All of us in the House greeted the minister's announcement that the federal government would spend something in the neighbourhood of \$112 million for housing on Indian reserves in the next five years. I think it is

mentioned in his report that they are going to build approximately 2,000 or 2,500 homes a year for the next five years, beginning this year with, I think, 1,250 homes. Well, Mr. Chairman, I understand there are some 2,000 reserves in Canada and my rapid arithmetic would indicate that we are planning to build just over a fraction of one house a year in the next five years. I know \$115 million sounds like a great deal of money but in relationship to the need it seems like a very small amount. I hope that we can discuss this program and the timetable for it in some considerable detail.

I have just one other item, Mr. Chairman, and then I will be finished. I know that Indian people on the various Indian advisory committees and those working with Indians in the province are becoming increasingly concerned of the fact—they say this; I am not qualified to judge—some of the youngest, most imaginative and key people in the department have left in the last six months or so. Dr. Mackie is one. I heard in the last few days that the person who has been in charge of the training program for community development officers is leaving or has left. This gives them a great deal of concern because they are worried, Mr. Chairman, that the progress which is being made and the new image the department has created, with a new kind of person and with a new kind of approach, not the traditional approach of telling the Indian what they have to do, will disappear. They are very concerned, and I am very concerned. In this connection, Mr. Chairman, at some time in the future, I would like to have an explanation—and I think the public would like an explanation—of the specific case of Mr. Grant, if I remember correctly, who, as a departmental employee in the Yukon in conjunction with the Indians themselves, was able to build 70 homes. Instead of getting a commendation—and I am only going, Mr. Chairman, on the basis of public reports; there may be a great deal more to this than the public knows—he was dismissed and, in fact, was prosecuted. A large number of people thought he should get a promotion because of the imagination and drive which he showed.

Mr. Chairman, I would like some comments from the minister on the question of education, on the question of housing and the staff resignations which I have mentioned.

Mr. LAING: Mr. Chairman, on the matter of housing, the announcement, I think, indicated 1,250 houses this year. I am now informed that we are doing better than we had anticipated and we will be building 1,500. I think we have 2,200 reserves in Canada of which 1,600 are in British Columbia. A lot of these are small minor places from which most of the Indians, in some instances, have removed themselves. We have to apply the policy, of course, just where the need is greatest. I know in some places we are putting up 16, 17 or 18 houses on one reservation. That aspect is coming along very well.

In the adult education field, after all you have to get personnel to take on the job and an increase of 30 per cent in one year—you have to look at it from that point of view—would appear to me to be not too bad.

As to the loss of certain people, we have such a number of government programs going on today that while we say we cannot tell the Indian people what to do, we cannot tell Civil Servants either. There is a sort of a “musical-chairs” game going on around here for self-improvement; these people make applications for other positions at, presumably, better salaries, and we are

in competition with other departments of government in this respect. It might be handier for the department to say, "No, you stay here; you do the work here; you cannot go to another department". But that is not the way we operate.

I would prefer not to say anything about Mr. Grant's case. I think the Committee is aware of the situation in respect to Mr. Grant. It was a case of he having markedly exceeded his responsibility and having used funds for purposes for which they were not allocated and specified. I would prefer not to say anything more than that at the present time unless the matter is pressed.

Mr. WAHN: Mr. Chairman, in recent years quite a large number of Indians have moved down into my riding of St. Paul's in the centre of Toronto. I have three or four specific question I would like to ask the minister or his staff, if I may.

Could the minister say whether it is the policy of the Indian Affairs Branch to encourage the gradual integration of Indians with the rest of the Canadian population or to preserve them as a separate national group. Is there any policy with regard to that?

Mr. LAING: I would not want to say that I have any policy on it. I would like to say that I would like the Indian to find himself.

Mr. WAHN: Have any studies been made whether it is possible to preserve such a relatively small group as a national group? Am I correct, Mr. Chairman, in thinking that the number of Indians in Canada would be about 200,000?

Mr. LAING: It is nearer 250,000. I think the figure is 242,000.

Mr. WAHN: Is it not desirable that the branch should have a policy on this point? Otherwise, how do you know which way you are going to go?

Mr. LAING: We are contemplating the setting up of a very competent study group in a number of spheres which might be dealing, at least, with the fringes of this question. I have no view on this and would not want to express one at this time. These are a very proud people; I would think that the majority of the Indian people today think that it is imperative that they recover their position as Indian people. I would think, at this stage, that any assistance we could give them to do this would be more important than thinking beyond that point. I think it is very important to leave it on that basis for the present. They will make up their minds after that.

Mr. WAHN: But studies will be made to see what is happening in other countries?

Mr. LAING: We are doing this.

Mr. WAHN: Even though we may not adopt any specific policy it would seem to be desirable that we should know, at any rate, how Indians are being treated, say, in the United States, in countries of South America and other countries where similar problems may exist.

Does this branch take any responsibility for those Indians who have left the reserve and have come to such urban areas as Toronto? Have they any so called treaty or special rights as Indians once they leave the reserve and come to urban areas?

Mr. LAING: May I say we have had a number of requests from people who are developing these Indian friendship centres. You have one in Toronto which,

I think, is doing a very good job. They are trying to introduce Indian people to other Canadians. I think they help them if they get into any trouble and I think they are directing them, in many instances, to jobs. In Edmonton today there is contemplated the erection of a \$250,000 building out of private funds, and we are giving grants under the citizenship branch to the operating cost, not the capital cost, of these centres. I think, as an Indian branch, if we are going to watch them leave the reserve and go into the cities, then we have a continuing responsibility there. I am sure of this. At the same time we do not want to carry it to the point where we are going to say to that man, "You are a ward forever". This terrible word of "wardship" bothers me; if you are going to say that he is going to be an individual on his own, where do you leave that man? You do not dog him forever, have a number on his forehead and check him up and see where he is every night and this sort of thing. We cannot do that. We want to be helpful without impairing his ability to go on his own. Of course this is a difficult thing to manage.

Mr. WAHN: Am I right in thinking that when an Indian has left the reserve and has come to, say, Toronto, his legal status is the same as any other Canadian?

Mr. CÔTÉ: I would say, Mr. Chairman, that an Indian going off the reserve retains his treaty rights. He may have the right of participation in the band funds or in the product of the reserve. But off the reserve he has also the rights of any other Canadian citizen, and what we are trying to do is to assist them through education so that they can compete elsewhere. The provinces also are anxious to extend their welfare or other services, and indeed the schooling services, to Indians in those communities. We want to encourage the provinces to do this specific job of making the Indians feel at home in these community areas. The Indians lose no rights and they broaden their possibilities for employment on a competitive basis with other Canadians.

Mr. WAHN: I have a final question, Mr. Chairman. I assume, from what has just been said, if Indians leave the reserve and go to an urban area and then want to go back to the reserve they are completely free to do so, and when they go back they just resume their position as members of an Indian band.

Mr. CÔTÉ: That is correct, Mr. Chairman, with the exception of those Indians who may wish to be enfranchised. Some may wish to cut this tie, which they have had, of being Indians as such. This happens largely in the marital status, particularly women who may wish to become enfranchised in that sense and not be considered as treaty Indians. Some move into this area as such, they retain their personal characteristics, their culture and so on, but they do move off, and when they are enfranchised they cannot go back to the reserve. But this is a deliberate decision of the individual.

Mr. WAHN: Sir, does the band not have a decision in this regard?

Mr. CÔTÉ: The enfranchisement?

Mr. WAHN: No, whether they admit them back on the reserve and so on?

Mr. CÔTÉ: No, there is nothing to prevent them from coming back to the reserve.

Mr. WAHN: Could the band itself not do so.

Mr. CÔTÉ: Refuse to accept them? Do you mean the enfranchised person or the non—

Mr. LAING: No, he means the Indian who has gone away. I do not think the band can prevent them from returning, not on that basis alone.

Mr. CÔTÉ: They can be transferred from one band to another and in that case the receiving band must accept them.

Mr. MOORE (*Wetaskiwin*): Of course, they still retain their rights within the band, if they have a certain share of money and so on, whether they leave or not? They can take these funds with them?

Mr. CÔTÉ: Unless the individual deliberately wishes to give them up.

Mr. MOORE (*Wetaskiwin*): Yes, but being enfranchised, Mr. Chairman, does not just mean getting the vote or anything of that sort; this is cutting the ties? What form does it take? Does he get a certificate that he is now enfranchised?

Mr. CÔTÉ: He gets a certificate to the effect that he is enfranchised, that he is registered as an enfranchised person and no longer a treaty Indian.

Mr. AIKEN: And he also receives his share of the band funds, which is a settlement in some cases, when he leaves?

Mr. ROXBURGH: What happens when an Indian lady marries a white man outside the reserve? If she decides to go back to the reserve does she retain her rights?

Mr. FAIRHOLM: There are two distinct kinds of enfranchisement. One is where the person makes an application for enfranchisement; this is granted by order of the Governor in Council. Then, when a woman marries a person who is not an Indian there is a sort of automatic enfranchisement here, and while an order completes the action the very fact of marriage really loses rights for her in the band to which she belonged.

Mr. ROXBURGH: Or her family?

Mr. FAIRHOLM: Well, chiefly her. If she happens to have children the Governor in Council has a discretionary power in whether or not the child goes with her. Any Indian upon being enfranchised is entitled to a per capita share of the band's funds—that is, the capital and the revenue—and if it is in a treaty area the treaty money is computed, I think, at 20 times a certain yield.

Mr. ROXBURGH: Does that apply to either a legal marriage or a common law union?

Mr. FAIRHOLM: It has to be a legal marriage.

Mr. ROXBURGH: It does not apply to common law? She still has her full rights as a common law wife?

Mr. FAIRHOLM: That is true.

The CHAIRMAN: I do not think we should proceed by way of supplementary questions since there are people who have asked for the right to speak.

Mr. BELL (*Carleton*): Mr. Chairman, I just wanted to make one or two very brief comments. The prepared text of the minister's opening statement is a very comprehensive one, and I hope it is understood that it will be part of our record today so that it will be available to the leaders of the Indian people and others who may be reading these proceedings. Personally, I want to study and meditate upon the full text. The minister, with his usual eloquence, has hit upon

the highlights, but I would like to go into detail, I would suggest that we really should reserve our examination until such time as each one of us has had the opportunity of reviewing this, and that the Committee on agenda should work out a procedure whereby we can carry on our examination in a logical and consecutive way. I think if we all start making speeches about the things that come into our heads at this moment that we will not really be making a constructive contribution to the examination of these estimates. My suggestion is, with very preliminary comments, that we should turn this matter over to the Committee on agenda and this Committee should work out a specific procedure as to how we can examine, in depth, these estimates.

The only other comment I would like to make is in connection with Mr. Howard's suggestion and the comment that the minister has made on it. Personally, I have no doubt there could be great advantage to a small permanent Parliamentary body. I am not sure that I agree that this Committee as such should divide up into subcommittees and go across the country; that is a matter upon which I would like to meditate. But I think, in the giving of confidence to the Indians, in the encouragement of them to assume an ever larger role, the knowledge that there was a small Parliamentary committee to which they might turn, might be greatly advantageous. I think this is a matter that we might consider in association with the minister at a later date.

The CHAIRMAN: Thank you Mr. Bell. Would you want to make a motion to have the minister's statement made an appendix to today's proceedings.

Mr. BELL (*Carleton*): Yes, I so move.

Mr. MOORE (*Wetaskiwin*): I second the motion.

Motion agreed to.

Mr. AIKEN: Mr. Chairman, I just want to touch on one particular aspect which is not covered in the brief so far as I can see and yet to my mind it is probably the most important. I am referring to the position of the agent as related to the band. While all these matters of policy that are developed are very important, they are of no value if they do not translate properly at the agency level. The person who really represents the department to most of the Indians is the agent, and over the last few years I have personally become rather concerned about the position of the agent in many of these cases where problems arise. I would just like to ask two or three questions on this as a basis for, perhaps, going into it later in more detail, as Mr. Bell has suggested. I would like to find out, for example, whether there is any policy as to how long an agent is left in one agency? Then, whether they are regularly examined as to their effectiveness and attitude, and how often they are called in for training and up-dating procedures? Finally, whether the agents are being reduced or increased in number? To my mind, of course, the evolution ought to be toward less and less agents which would mean less and less paternalism because I fear that this is one of the main holdbacks. I have met a number of agents who are coming into the service and I believe, they are excellent. Some are Indians themselves. I think this is a very good move. Yet it is not very long ago that some of the agents did not seem to be keeping up with the policy and the times and this badly needed some up-dating. I wonder if I could get some general answers on these problems?

Mr. Côté: Well, Mr. Chairman, there is no firm policy at the moment with regard to how long an Indian Agent stays in a given agency. We have been considering that agents should move to get broader experience. It is very hard to say that an agent should remain only three years at a given place. There is a tremendous amount of knowledge that he can learn about the various reserves in that area and two or three good moves, say, every two or three years, might be very disruptive. Now, agents that remain too long in an area also present a difficulty. There is a lack of leavening of new ideas there. We are trying to combat that to some extent. We have had, in the past, national conferences of Indian agents and superintendents, but to get everybody in one place seems to be unwieldy. We are thinking more of regional conferences; we had one in Ontario with smaller groups.

● (12.15 p.m.)

On the attitudes of agents, this is a point of real concern to us. We believe that there has been many years back a real attitude of paternalism and the newer ideas that have been developing in recent years must be put across to people. These thoughts have been conveyed to the Indian agents. They have been conveyed to them largely at these conferences and by visits of the regional superintendents and senior officers from the Indian Affairs Branch. We have recently interviewed a newer leavening type of person in that area, the person who is developed along the present day techniques of community development. This is a leavener and leaven must be used with discretion. If there is no leavening the bread tends to be pretty flat and if there is too much leavening it tends to be very bubbly. This requires a good deal of careful attention and training. We are training community development officers; it is a bit of a crash action program and we think there should be more training of community development officers and more training of Indian agents.

Mr. AIKEN: Just one question, Mr. Côté. Do community development agents come under the local Indian agent when they are sent into an area?

Mr. Côté: They do not come under him directly but there is a point of relationship that is giving me some concern.

Mr. AIKEN: There is a point of friction because—

Mr. Côté: In some areas, yes.

Mr. AIKEN: —you will find that the community development agent is away ahead of regular agents.

Mr. Côté: That is true. There is a real point of concern that is bothering me, the question of how many of these new ideas—and, indeed, new ideas are good as such—can be implemented in the context in which the Indians are operating in this given area. We want to find out what the Indians want. There must be re-training and re-thinking on the part of Indian agents and this is going on. We want to give them opportunities also to re-think their particular role.

Insofar as the suitability of Indian agents, community development officers or, indeed, any officer in the department, we have begun introducing now a specific appraisal of the individual. This has just been introduced, but it is a long proposition to appraise an individual for his suitability in any given area, and this is part of the career development of individuals. Some person may be very short in administration and they have to be bolstered up in this area;

others may be not suitably acclimatized to a given area and they may have to be removed for those purposes. This personal evaluation is probably further ahead in the Indian Affairs Branch than in the remainder of the department. We are encouraging this so that we can put the right people in the right place and develop the individual.

Mr. Chairman, we are hoping to reduce the number of Indian agents. There is a trend in that direction now. We want more Indians to run their affairs. In the field, for example, of education there are possibly 47 per cent of the Indians going to the provincial schools at the moment. This reduces the responsibility or need for agents; on the other hand, the Indian population is going up and the problems of management of their reserves, the development of their reserves, the planning for the youth of their resources are requiring a good deal more attention. So, you may have a reduction of Indian agents but more specialists brought along and we hope, increasingly Indian specialists, developing in a number of areas.

Mr. AIKEN: Thank you very much. I think that covers the general field in which I was interested. We may be able to go into it in more detail.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I have just two or three comments, Mr. Chairman. Mr. Orlikow raised the question of salaries for teachers and the importance of these salaries being equivalent to those in our schooling system elsewhere in Canada. I think this is a very good point. I also know that it is important that the people we get for these positions should be motivated especially toward working with our Indian population. I would like to know what the department is doing in its relationship with the Company of Young Canadians. I think we are going to find a lot of motivated young Canadians getting into the C.Y.C. hoping to teach and I do not see why we could not use the C.Y.C. as a source of teachers. I think that if we sent C.Y.C. people who are teachers, who are simply "do-gooders" into the reserves we are going to get into an awful lot of trouble in almost any of the reserves I have seen, and they will cause more trouble than good. But if they go in as teachers they will be able to earn salaries; they will be motivated, and I think that they will be doing the department a service and most certainly the Indian people a service because we are likely to get the very best people in the C.Y.C.

The second point I want to make is that more than a year ago I wrote the department suggesting that one practical way of dealing with the under-employment and the unemployment in the northern areas especially where our Indian population resides, would be to convene a conference of mine personnel managers and at this conference have representatives of our Department of Labour here in Ottawa, certainly the Indian Affairs Branch and the Departments of Labour from the various provinces; to have such a conference of mine exposés by mine managers who have successfully brought Indians into their mining operations because they have taken the sympathetic approach and are prepared to overlook or to make special arrangements for absenteeism at the beginning, and the response I received from the department last year was that there was a vocational training program underway in the department. This is fine and I think the department has made a great deal of improvement in the last two or three years but I am convinced, and everyone to whom I have spoken who knows anything about the Indian labour field, thinks such a

conference would produce beneficial results. I am absolutely convinced that it is one way of getting action quickly. I got a fairly negative response from the department, they thought that they were already doing something and that this was superfluous. But I am convinced that such a conference of personnel managers would produce more results than anything else we could do here, over the short run. Mine managers should be made aware of the potential that exists among the Indian population as a labour supply. We know that this year some of our mining companies are even closing down because of lack of workers, and I do not see why we cannot make more use of our Indian people from the north. It would solve their problem and it would solve the mining companies' problem. This is one source of employment that is going to be there in the future and I think we should be doing far, far more in this particular area.

The third point concerns our discussion about police forces on reserves. In Caughnawaga especially, the present regulations of the Indian Act which really prevents the local group from setting up their own police force, points up the inadequacy of the regulations. I think they have worked out some sort of a temporary arrangement with the department for a police force in Caughnawaga, but we must in the very near future embark upon a wholesale revision of the Indian Act that we have been talking about now for quite a while and which, I am sure, would result in a change in the regulations which affect the setting up of police forces on reserves. I think we have to give the reserves, at least in Southern Canada, right away the right to set up a municipal type system under which they will keep all their treaty and basic rights as Indians but at the same time they will be given the framework where they can operate municipally the way other people do. This certainly would be a major step and, I think, perhaps the final step towards complete self-sufficiency, in many cases. There is no excuse for Caughnawaga not being completely self-sufficient. They do not need an agent; they can run their own affairs and yet because of the Indian Act they are hemmed in and unable really to make adequate progress.

Finally, someone mentioned enfranchisement and I want to ask a supplementary question on that. I think that term itself is out-dated. I do not like it at all and I think we should eliminate it from the Act. It is horrible because it confuses people. All Indians have the vote and in Caughnawaga, for example, the Indians do not vote, nor do they vote in St. Regis. I think one of the reasons is the term of "enfranchisement"; they have the idea that if they vote they are going to lose something which, of course, is not the case but they still think this.

MR. LAING: If I may say something, I appreciate what Mr. Watson has said. What he is suggesting here is an economic basis from which the Indian can improve himself. It is fully understandable in so many instances that if we could get somebody who has some sympathy and understanding of the Indian people they would make tremendous progress with them. I want to especially mention Mr. Roger Graham, who is Vice-President of the Canadian National Railway at Edmonton. In the building of the Pine Point railway he had 160 Indians working on that project. He took an interest in them; he talked to them as man to man, and some of them were making almost \$500 a month. He said these were as good workmen as he could get anywhere. Now he is employing Eskimos on the operation of the Pine Point railway and, indeed, has predicted

that the whole railway is going to be run by Eskimos. He has them in the cabs now.

An hon. MEMBER: And Indians.

Mr. LAING: And some Indians too. He went out of his way to make housing arrangements for them and has talked to them. This is the building up of exactly the thing that we want. It depends on the attitude, the forthrightness and the character of the man who is helping them. I might tell Mr. Watson that we have done something in labour in Southern Ontario where I think last year quite a number were brought down from the Hudson Bay area to work on farms in Southern Ontario. This was en masse. There was very little discussion with them. It was a case of using fingers instead of heads. However, I am told it worked very well. Now, this year I think the farm labour groups in the provinces are working with the department again to see whether we can apply this principle in a number of the departments.

If I could ask Mr. Watson a question, of course, I would ask him what Caughnawaga is worth. I was told yesterday that it was worth \$400 million. We are getting back to the economics of things again and in so many instances I feel, with a little assistance, we could translate a great number of our Indian families which are living on properties today and from which they are deriving so little income from people receiving relief into pretty fair investors, with a little aid and direction. I am going to tell you that they catch on very fast. I talked to an Eskimo in Yellowknife; I asked him if he was working for a certain mine there and he said, "Well, I was for a while but I have gone to another one" which he named "because they pay more for yardage. There is a bonus pay on top of the daily pay." This is all we need to make some starts. Again I want to say that if we had more people like Mr. Graham—and we have quite a number in Canada who are sympathetic and understanding and who will give a man a break at the start to get him going—we would have our problems solved, in many instances.

Mr. MOORE (*Wetaskiwin*): I have a question on education, Mr. Chairman. I think that the biggest problem in relation to education especially in our area, and I am not concerned with physical properties of schools, is the failure of pupils to finish school or at least, not to go any further in their education than high school which, of course, does not fit them for the modern labour market. Unless an industry is established on this reserve in particular of which I am thinking, in central Alberta, they will have to go out and compete with the other students who have gone further. Now, on this reserve, which is basically farm land, some of the best farm land in the world, there were 1,200 Indians and, I understand, there are now about 3,000, and the land is not producing nearly as much as it is capable of producing. Of course, the land is not going to be available for these people to keep on farming to any degree and they must get out into the labour market. I do not know what the solution is, where the fault is or how you provide the incentive for these people to go further, but they are certainly not going as far as they could or should be going in education. Would you like to make a comment on that?

Mr. CÔTÉ: Mr. Chairman, if I may comment on that, I think that the drop-out problem is a very serious one with the Indians and it is, I think, understandable because of the social conditions under which they live. If I

remember the figures correctly, less than 10 per cent of the homes on Indian reserves have electricity compared to the national average of 98 per cent. They have very poor homes, and they cannot study in the elementary years. In some areas they have TV but they do not have electricity for TV even in some areas; and in those areas where they have had electricity and the youngsters have had TV it has opened up their horizon very much. There are many areas of poverty and social maladjustment on the reserves, and they are all crowded into hovels. I have seen some appalling homes, with one large room where there are 15 youngsters; how can they study, in the first place, there? This is a real problem with drop-outs. Now, in some reserves which I have seen, the Indian parents improvement. But the social conditions to which they return are discouraging, made in the schools for them to study at night; already there is a marked improvement. But the social conditions to which they return are discouraging and the terrible conditions in which they live are not apt to encourage youngsters to move ahead. We will push the housing program as fast as we can. In some cases it may be growing faster than the Indians themselves would like to see it. This is a very delicate dilemma that one has to face in trying to house the Indians decently in the next very few years. I think that the improvement in housing conditions will have a material effect on the drop-outs because we realize that youngsters of today cannot really compete in the years to come on the labour market without the equivalent of a grade 12 education and this is the first thing which, I think, may help very considerably in adapting a force that will be competitive on the labour market.

In those farming areas which you speak of, they may have to go outside the reserves to farm or elsewhere. There is a limit to the resources. They will not be able to live on the royalties from oil; in some areas of Alberta they are getting approximately \$3 million annually on oil royalties, but if that is spread around 6,000 Indians it means \$500 per head and this is not a living wage these years.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): What exactly happens to these royalties? Do they go back to the band in question or do they go to the individuals?

Mr. CÔTÉ: They go into the band funds. The band, however, can allocate so much.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): So much of the whole?

Mr. CÔTÉ: A percentage but not more than 50 per cent.

Mr. ALKENBRACK: My remarks will be very brief. I would like to ask if we will be meeting again before we discuss these estimates in the House. If so, I will keep my remarks until some other time. However, I did want to enquire, and the minister has spoken for me in that regard, about the use of Indian labour in Canadian industry. Last winter I received a communication from Connelly Cannery in my riding of Prince Edward County, pointing out that the canning industry in Prince Edward could use Indian labour in the coming season. I communicated with the minister and also with the Minister of Labour and I received considerable encouragement in that regard. However, I have not been able to communicate back to the canning interests of my county to tell them whether or not the department will actually assist and will see that we do receive some Indian labour. We live near a reserve which is probably the

oldest and one of the most advanced reserves in Canada, the Tyendinaga Mohawks.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): The Caughnawaga is the oldest.

Mr. ALKENBRACK: I believe they are a year or two older. I am not advocating that the Indian labour come from that reservation because they are a very advanced tribe and there is not much surplus labour that I know of on that reservation. No doubt there is surplus labour on other reserves in Ontario. I do not suppose it would be advisable to bring them from Nova Scotia or British Columbia but we could use some from our own regions here. I was disappointed to hear, of course, that the government had gone off on another tangent, that of providing seasonal labour in the canning industry and in the field crops by bringing in Jamaicans. I submit, from my experience with Indian labour, that our own Canadian Indians are just as good at that work as Jamaicans. That is all I wanted to say at this time. I would like to get the assurance, if possible, of the minister that action will be taken in that regard.

Mr. LAING: Again, it is a case of somebody being really interested. I want to give another example, the British Columbia Packers of British Columbia. Their fish packing plants now are largely operated by Indian girls; they give them a course and those girls are as neat and as slick looking as any Canadians you would find anywhere. I have a habit of taking people from Eastern Canada to see that fishing plant; I can hardly get a white man out of the plant, and he is not admiring the fish. It just depends on somebody taking an interest, and this can be done in agriculture too, I think, for a relatively short period. But proper accommodation has to be found for these people when they come down.

Mr. ALKENBRACK: The people that I am speaking for at this time can provide accommodation for them. That is one of the first things they mentioned in their letter.

Mr. CÔTÉ: Mr. Chairman, this is a particular problem that has really been giving me some concern and I had discussions no later than yesterday on this specific area. There is the transitory labour question which is one thing that can be done; this is not unimportant, but there is also permanent employment, and this depends on the conditions and acceptance of the white community and we have to be much more open than we have been in the past. The examples we have had where employment has been barred because the Indians were not living in the community or taxpayers has been tough. Some areas where this has been broken, the Indians have blossomed forth with permanent employment as anybody else would; they have done extremely well, and we want to get placement officers who can put these people into jobs. They must not be isolated; they must be in groups in these jobs. We must see to their accommodation, to their evolution, so that they do not get exploited as such by others. This is a very complex problem. I do not think we have enough people working in this field now, and we are going to talk increasingly with the Department of Labour on these problems.

Mr. ALKENBRACK: If we can get this source of labour—and I would say that we can use up to a total of 200, not of either sex but combined, I can assure you they will not be exploited in Prince Edward County; they will be well paid and well looked after by their employers.

Mr. CÔTÉ: I was not speaking there about the exploiting of labour conditions; I was referring to people looking for fringe benefits outside that.

The CHAIRMAN: Thank you very much, Mr. Minister, for being with us this morning. The steering committee will meet within the next day or two to decide on the agenda and I would, with the approval of this Committee, adjourn this meeting to the call of the Chair.

APPENDIX "A"

MAY 19, 1966

OPENING STATEMENT

by

THE HONOURABLE ARTHUR LAING

to the

HOUSE OF COMMONS COMMITTEE

on

INDIAN AFFAIRS, HUMAN RIGHTS AND
CITIZENSHIP AND IMMIGRATION*Introduction*

Indian affairs administration is distinguished by both complexity and uniqueness. Its role is determined by a broadly-based responsibility and a long-standing relationship to the Indian people of Canada. To accomplish its manifold tasks and to reach its objectives, the Indian Affairs Branch must carry out a wide range of functions and deploy a large variety of skills, knowledge and working arrangements.

This past year has been a time of great change for the Indian Affairs Branch. An internal re-organization featuring decentralization and a wider delegation of administrative authority and accountability, was launched by the Branch itself and its implementation is being pressed forward vigorously. More recently, as you are aware, the Branch was included in the re-organization of departments announced by the Prime Minister last December. This called for the separation of the Indian Affairs Branch from the Department of Citizenship and Immigration and its incorporation in a new Department.

At one stroke this move has buried for all time the hackneyed remark that the Indians, as the original inhabitants of Canada, should not be grouped administratively with the immigrants to this country—and, although both groups have unique and admirable features, and both require special attention, there is a great deal of truth in that often heard assertion. At the same time, this move brings together the administration and development of the Indian people and the Eskimos, as well as the vast north country with which they are so closely associated.

These administration changes in turn reflect or foreshadow important and significant developments in Branch programs. To mention only a few examples, the Community Development Program, while introduced some time ago, has now completed a substantial part of its staff recruitment and training, and is entering the implementation stage on a wide front; the Indian Community Improvement Program, recently announced, will offer new encouragement to the Indian people to improve the living conditions in their communities; Indian cultural development is being fostered through the new Cultural Affairs Unit; and the Branch is giving strong support to an Indian Pavilion at EXPO 67,

which is being planned in concert with a group of representative Indian leaders. These, as mentioned, are only a few examples.

Among the Indian people themselves, the winds of change are blowing strongly, bringing with them an invigorating climate of renewed interest and mounting enthusiasm for the increasing opportunities that lie ahead. Many Indian band councils are assuming wider responsibility for their own affairs. One of those in the forefront is the Walpole Island Band in southwestern Ontario, whose Chief and Council recently demonstrated their initiative and drive by writing to all Members of Parliament, telling the story of their new responsibilities and soliciting support for a bridge to replace an existing ferry.

The winds of change in northwestern Ontario reached hurricane proportions last fall, when some 400 Indians staged a protest march at Kenora, to seek the assistance of the Mayor and Council in encouraging better relationships between Indians and non-Indians of the area. Protest marches are in the spirit of the times, and there may be more of them. At Kenora, it should be mentioned, a Mayor's Committee is now functioning and plans for an orderly and co-ordinated development program are being pursued by the Federal-Provincial Co-ordinating Committee, Indian leaders and others.

The need today for effective communication is universally recognized. This need, as between the Indian people and the Indian Affairs Branch, is receiving our close attention. One important development during the past year has been the establishment of Regional Indian Advisory Councils, composed entirely of elected Indians and representatives of Indian organizations. These Councils are providing a valuable new link in the chain of communication and consultation. Each Regional Council in turn is represented on a National Indian Advisory Board, which held its first meeting in Ottawa in January.

Changes in administrative organization, several of the developments in Branch programs, and examples of new trends in Indian initiative and communication have been touched on briefly, and before proceeding further it is advisable to give a condensed statement of Indian Affairs Branch objectives.

Objectives

The underlying objectives have been stated on previous occasions but are repeated again as a basis for a review of the policies and programs designed to achieve them. In brief, there is a wide measure of common agreement that there must be equality of treatment and of opportunity for Indians; that they must be able to manage their own affairs, whether as individuals or as groups, within the context of Canadian economic, social and political life; and that Indians generally must be able to develop their communities to meet modern-day needs and standards.

These broad objectives must be translated into policies and programs. How can the needs and circumstances of Indians, which differ so widely across the country, be met? How can they enjoy the benefits of a technological society, perhaps modify it in some particulars, contribute to its development and enrichment through their cultures and traditions, but nevertheless become fully part of it? There are no easy or pat solutions; the task to be accomplished is difficult. There have, however, been some significant advances in recent years, which will be touched on later.

The process in which the Branch is engaged is one of development. It has short and long-run implications. One fact must be recognized. It is only possible to move as rapidly as the residents of a community, both individually and collectively, are prepared to go. Therefore, planning must be based on close consultation with Indian groups and formulation of clear-cut objectives both in general terms and in specific areas.

Within this context there are five basic objectives, all of them interrelated and designed to achieve the broader aims and goals established for Indian affairs.

1. First is an accelerated program in education. More must be done in the area of vocational training, retraining for employment, job placement and, adult education and kindergartens. To assist in speeding up and expanding these fields of education, the greatest possible use of provincial schools will be made.

2. Second, we must place more emphasis on industrial and resource development in economically viable communities, and greater consideration must be given to the relocation of families and groups to areas where fulltime employment opportunities are available. In the past, Branch programs have been largely dependent on traditional resources such as fur, fish, forests and farmland. Some change in direction is indicated. The benefits of higher education and training are opening up new fields and will make it possible to extend opportunities into new areas which previously were not readily accessible because of the low level of education attained by many Indians.

3. Third, the Indian people must be given the opportunity to attain a standard of living that is enjoyed by Canadians generally. Environment plays a vital role. Housing surveys have shown a serious shortage of adequate housing and community services. As a result the Indian Affairs Branch has proceeded to plan a special five-year reserve improvement program to meet the need for housing, electrical, water, sewage, and other community services. This program was announced in the House of Commons on March 17, 1966.

4. Fourth is the development of local self-government. Today, from one end of the country to another, Indian bands are concerning themselves with the conception, planning and execution of tasks formerly left entirely to the Agency Superintendent or given only superficial support by the band councils. In the last two years the number of bands managing their revenue funds in whole or in part has increased by over 60 per cent and now stands at 115. In some cases the councils are appointing band managers, welfare administrators and other officials ordinarily found in municipal government. Provision of grants to bands for a wide variety of purposes, which was established only last year, is expected to expedite this developmental process.

5. Five, the extension of services to Indians by provincial governments. Some provincial services are now provided. These are expected to be extended in a greater variety of ways where bands so desire and arrangements can be made.

1966-67 Estimates

In the main estimates for this fiscal year the Indian Affairs Branch has asked, in round figures, for \$97,000,000. This reflects an increase in the amount

appropriated for 1965-66 of \$17,300,000. The operation and maintenance vote is increased by \$8,800,000 and the construction and acquisition vote by \$8,400,000 with a small increase in the statutory item for Indian annuities.

The significant change made in the structure of the Branch is reflected in the Estimates. Previously, the Branch's operations were administered under five Divisions. As a result of the change in organization, the new estimates show three main directorates, General Administration; Development and Maintenance of Indian communities; and Education. In addition, the Branch has proceeded with the establishment of a Planning Directorate, which for estimate purpose is lumped with General Administration.

Major increases in the operations and maintenance vote are for development and education and are attributed to the provision of additional positions for community development officers, fees for professional services with respect to the community development program, and grants to provinces under agreements entered into for community development services. In addition, the adoption of provincial welfare rates, increasing population, and more comprehensive assistance than was previously provided, have all increased costs. In the field of education there is an increase of \$5,800,000 which reflects the increasing number of children attending non-Indian schools as well as the higher rates charged by provincial school boards. Transportation and maintenance costs have also risen sharply owing in part to the rapid increase in the numbers enrolling in high school and attending vocational and university training courses.

In the construction and acquisition vote, the increased cost of \$8,400,000 is attributed directly to the initial phase of the five-year reserve improvement program. The amounts allotted to various parts of the program have been increased as follows: Indian Housing \$3,190,000; extension and major improvement of roads \$1,068,000; water systems \$660,000; electrification of reserves \$800,000; resources and development \$800,000 to permit extension in agriculture, fishing and forestry. Capital construction for schools and joint agreements will increase by \$900,000.

EDUCATION

The importance given to education is clearly indicated by the allocation of 48 per cent of the total budget for Indian Affairs—an amount of \$46,728,000 of which \$38,328,000 is required to cover operating costs and the balance of \$8,400,000 is for capital expenditures. This is an overall increase of about \$4,800,000 over last year. While the percentage has decreased it does not mean that less is being done. Rather more funds are being earmarked this year for other programs, principally those relating to the physical development of Indian communities.

Educational Policy

It is the policy of the Department to arrange, whenever possible, for the education of Indians with non-Indian children. However, before any Indian child is moved from a Federal school, operating on a reserve, to a Provincial school, the transfer must first be agreed to by the parents concerned. In line with this policy, the Department endeavours to arrange for professional educational services both for the education of children and for adult training. The results

have been most encouraging as the enrolment of Indian students in non-federal schools is now 29,355 or 47 per cent of the total enrolment. Although the number of Indians being educated is increasing at an approximate annual rate of 5 per cent, this increase is being absorbed by admissions to non-Indian schools and training institutions. It is anticipated that the slow decline in the enrolment at Indian schools, which commenced in 1964, will continue.

Provincial Arrangements

With the exception of the Provinces of British Columbia and Manitoba, the tuition fees for the Indian pupils based on operating costs, are paid to the local school authorities. British Columbia was the first province to enter into a general agreement for the payment of tuition fees at a uniform rate of \$250 per annum per student. Last year, Manitoba also signed a similar agreement under which payment of tuition fees are made at the rate of \$137.50 per annum for children attending kindergarten, \$275 for elementary school students and \$400 for secondary school students. The Department is presently negotiating with two other provinces for similar arrangements and it is hoped that this type of agreement will eventually become general throughout Canada.

Under the arrangements with Manitoba and British Columbia, payments are made directly to the Departments of Education, which in turn, distribute the funds to the school boards concerned. Handled in this manner, there are two principal advantages to the Department. In the first place, it simplifies our administrative procedures to the extent that accounts at varying rates formerly submitted by hundreds of school boards are now replaced by bills prepared at previously agreed upon rates. Prior to this, the accounts, based on varying operating costs depending on localities, required careful screening. Secondly, through payments to the province, the new procedure minimizes the need to distinguish, for financial reasons, Indians from non-Indians in the province.

If the admission of Indian children to non-Federal schools requires the expansion of school facilities, a contribution is made by the Department to the school board concerned. The financing is based on a pro rata share of the cost of the expansion. During the last fiscal year, additional accommodation at a capital cost of \$2,320,000 was purchased for 2,248 students. It is expected that an expenditure of over \$2,700,000 will be needed this year for this purpose.

During the current year, the total estimated cost for education in non-Federal schools—operating and capital—will be about \$10,740,000, an increase of \$2,839,000 over the previous year. It is expected that in future years the cost of this movement will substantially increase.

Indian Schools

The maintenance and operating costs of day schools administered directly by the Department apart from transportation is expected to be \$15,786,000 of which approximately \$4 million will be for capital expenditures. The total represents an increase of \$1,706,000 or 12 per cent over last year's figure. The increase is due principally to higher salaries for teachers and construction costs.

In addition to those in day schools about 16 per cent of the Indian school population, or 9,875 pupils, are presently accommodated in Government-owned

residential schools, Government-owned and operated hostels and five church-owned hostels. Although the number of pupils in residential schools and hostels has remained relatively constant over the past three years, the trend is to a decrease in enrolment. Residential schools are also tending to become hostels with 3,158 boarders now attending provincial schools—compared with 2,704 last year. This, of course, is in accordance with the Department's policy to provide educational facilities for Indian children in association with non-Indian children whenever and wherever it can be arranged.

The Department provides room and board, clothing and personal allowances, where necessary, for elementary and secondary school pupils, university students and students attending vocational, adult education and special training courses away from the reserve. The number of students located in private boarding homes and receiving assistance from the Department has now risen to 4,962.

The increased estimates for the transportation and maintenance of these pupils is due to the numerical increase of those attending non-Indian schools and a corresponding need for additional money to provide for room and board and daily transportation to and from school. A further factor is the revision and further increase in salaries of operating staffs at Government-owned residential schools and hostels in order to bring them in line with the standards of the Canada Labour Code. These changes have increased costs by \$2,100,000 or approximately 14 per cent for a current total of \$17,298,000.

Transportation Arrangements

Where necessary the Department provides daily transportation for pupils from their homes, boarding houses or hostels, both to and from school. Transportation is also provided between a student's home and a centre where he or she attends an educational institution as either a day or resident pupil. The cost of this service continues to rise as the number of such children increases and small one and two-room Federal schools are displaced by larger central schools which are able to provide a more adequate program. During 1966-67, it is expected that the provision of the daily transportation service alone will cost over \$2 million.

It is of interest to note that over 40 per cent of the contracts have been awarded to persons of Indians status, to whom preference is given, and it is expected that this percentage will continue to rise.

Need for Kindergartens

More emphasis is being given to the provision of kindergarten classes and the development of special methods of oral language instruction. Kindergartens have been established to help Indian children prepare for admission to Grade 1 at the age of six. Fifty-nine teachers, or twenty-two more than last year, are engaged for this purpose—some of whom instruct two classes since each group normally attends on a half day basis. Present plans call for the establishment of an additional fifteen to twenty kindergarten classes this September. Special methods of instruction in oral language for Indian schools have been developed and will be given continued emphasis during the forthcoming year.

Guidance Program

The rapid expansion of Indian enrolment in provincial schools has, in the past, been made possible by the use of private boarding homes in centres where the necessary educational facilities are available. To assist the Indian pupils in their adjustment to a non-Indian environment, Guidance Personnel work with them and arrange for their placement in boarding homes. This is part of the counselling and guidance services provided elementary and secondary students. In addition, counsellors administer and supervise aspects of the specialized training program and ensure that graduates find jobs through referrals to placement agencies, including the National Employment Service.

The Indian people have accepted this type of program enthusiastically and as a result there has been a large increase in the number of students for whom guidance and counselling must be provided at the post-elementary level. Fiscal requirements for these services will increase from \$491,500 in 1965-66 to \$1,038,000 this year.

Technical and Vocational Training

Educational opportunities in the field of vocational training and special services are provided Indians directly by Branch personnel or through agreements with provincial and private agencies. Branch personnel working in this field keep in close contact with provincial educationalists and officials of the Department of Labour who are responsible for implementing programs under the Federal-Provincial Technical and Vocational Training Agreements. It is the Department's policy, wherever possible, to purchase these specialized educational services and to make maximum use of existing provincial training programs. It is hoped that training in this area will provide Indians with opportunities to obtain the vocational skills that will increase their chances for employment in semi-skilled occupations; and that it will assist individuals with the potential for higher education to realize their potential.

During 1964-65, the number of students in prevocational, vocational and university programs, totalled 1,651, which was almost double that of 1963-64. There was a further dramatic increase to 2,845 in 1965-66. It is expected that the same expansion pace will continue during the current year.

Adult Training

The Department is also taking measures to overcome illiteracy among the Indian population by providing basic educational training so as to give general knowledge in areas where it will assist them in day to day life. During 1965-66, adult education was carried out at 145 centres with an enrolment of 2,753 of whom 1,134 were enrolled in adult basic education courses. The increased cost of this activity is \$130,600 over last year's figure of \$431,000.

There is no doubt that education is of fundamental importance. We know, however, that success in education is dependent in large measure on the home environment. If housing is poor, with inadequate space, if there is no proper lighting and other facilities are lacking, it is exceedingly difficult for children living in such conditions to succeed at school. Not only do such conditions affect education advancement but they are also detrimental to the health, and the

social and economic well-being of the people. It is not necessary to elaborate on the sub-standard conditions that exist on many reserves. They are well known and have been stated in statistical form.

INDIAN COMMUNITY IMPROVEMENT PROGRAM

In the past, a large part of our budget has been devoted to the construction and maintenance of educational facilities. Now more stress is being placed on the physical development aspects of Indian reserves. The design of Indian homes, the preparation of properly planned communities, the installation of water and sewage systems, the construction of roads and bridges, the installation of electric power and recreational facilities, are of growing concern.

The amount originally provided for housing last year was \$3 million. This was subsequently increased by supplementary estimates to \$5 million. By way of contrast, the 5-year plan, described below, includes provision for a minimum of \$75,000,000 for housing assistance over that period.

The Branch construction program for 1965-66 provided for the continuance of construction of roads, municipal facilities, wharves, staff housing and various other aspects of the physical development of the Indian community.

A highlight of the 1965-66 program was the completion by professional engineers of fifty-five community plans, while other community plans were carried out by Branch staff. Many Band Councils availed themselves of the services of professional engineering consultants to develop community plans covering water and sewer services for minimum basic sanitation, electricity, roads, construction of houses and future industrial development.

This year will feature the previously-announced physical development program. It calls for a minimum expenditure over five years of \$112 million from appropriation, exclusive of contributions from band funds and other sources.

Housing

Under the accelerated program, the objective is to build 12,350 homes in five years, at an estimated cost of some \$84,500,000. Apart from band funds, personal and other contributions, an estimated minimum of \$75,000,000 in public funds will be required. The program is flexible, to meet the wide variety of reserve conditions across Canada, and recognizes four general areas of need:

(1) Those who are widowed, aged, indigent, disabled, or otherwise unable to make more than a token contribution towards their homes. Suitable housing will be provided for them largely at public expense.

(2) Indian families living in marginal economic areas who must be helped in some way to provide homes which are of minimum standards for decent living.

(3) Indian families who live on reserves where economic conditions and prospects are favourable, where through wages or self-employment, they earn sufficient income to be able to contribute to the cost of their homes. Some assistance will be provided to enable them to acquire a higher standard of home.

(4) Indian families seeking employment and a domicile off reserves. Consideration is currently being given to practical means of housing assistance in these circumstances.

For 1966-67, housing funds are increased to permit the construction of more units than in any previous year. The units will be wired for electricity, including those located in areas where power is not yet available but will be in future. Last year's \$5 million budget for housing is increased by about sixty percent to over \$8 million for this year. There is still a backlog of 6,000 houses, and new families are being formed at the rate of about 1,250 annually.

Other Facilities

Estimated costs of other features of the long-term program, from Appropriation, for a five-year period are: water and sewage facilities, \$10,000,000; electrification, \$7,000,000; roads and bridges, \$17,000,000; community planning through services under contract, \$1,250,000; with the balance available for contingencies.

The Main Estimates for 1966-67 include \$4,326,000 for roads, bridges, water and electrification. This represents an increase of \$2,614,000, or close to a 100 per cent increase over the previous year.

Rather than develop new water and sewage facilities, it has been deemed more advisable to arrange for services from nearby municipalities, where this is feasible, at considerably lower capital costs. There are various reserves involved in such a scheme. The program of electrification is now, in effect, on a self-help basis, with priority given to those reserves or settlements wishing to have electric power, and willing to contribute funds or labour.

In developing communities under this program, the Branch is keeping particularly in mind the matter of full consultation with, and participation by, the band concerned, and the need for proceeding in a well-planned and orderly manner. The program will be handled on a priority basis, which in turn will be influenced by the degree of cooperation and responsibility assumed by the band and the families involved.

We look for real progress over the coming years in eliminating the backlog of housing needs and helping to improve the housing standards and facilities of Indian communities. The rate of progress will be governed largely by the Indian people themselves.

SOCIAL PROGRAMS

Community Development

Steady progress was made last year in the community development program through which the efforts of the Indian communities are being mobilized with those of the Government for the benefit of the Indian people. The main effort has been directed to recruiting staff and training them and other Branch officers in community development techniques and practices. As at March 31, 1966, there were a total of 57 officers on strength. It is expected that 48 more will be recruited this year, 27 of whom will be Indian and 21 non-Indian community development officers.

A number of provinces are participating in community development on a project basis, and the number of additional joint projects will likely show a substantial increase.

Welfare Services

The welfare program administered by the Indian Affairs Branch includes public assistance to dependent Indians and certain categories of non-Indians living on reserves, care and maintenance of children and adults, and rehabilitation services for physically and socially handicapped Indians.

During the past year the most significant change has been the implementation of provincial public assistance programs in the District of Mackenzie, British Columbia, Alberta, Saskatchewan, Manitoba and Ontario. The established Indian Affairs Branch scale of food assistance continues in the Provinces of Quebec, New Brunswick, Nova Scotia and Prince Edward Island (where provincial rates of assistance are lower than the Branch scale) and clothing and shelter are provided on the basis of an applicant's individual need.

The over-all cost for welfare services will be substantially higher and may be accounted for by:

- (a) Provision of public assistance at provincial rates in the Northwest Territories, British Columbia, Alberta, Saskatchewan, Manitoba and Ontario.
- (b) Improved and more extensive care and maintenance of children and adults and the extension of cost-sharing arrangements with child caring agencies to cover a larger segment of the Indian population.
- (c) The natural Indian population increase of approximately 3 per cent per annum.

Grants to Bands

Last year the Indian Affairs Branch initiated a program of making grants to bands for projects of a social, cultural and economic nature (economic projects do not include commercial ventures). The purpose of these grants is to provide Indian bands which lack funds an opportunity to plan projects, manage the finances required, and effect social and physical improvements on the reserve on their own initiative. It is anticipated that a major use of these grants will be to hire, train and employ band civil servants. The establishment of a Band Civil Service is expected to be the nucleus of the corps of skilled employees which will be required as bands attain self-government. Last year, under the grants program, bands hired 19 employees (band managers, secretaries, roads foremen, special constables, and welfare administrators). Total grants approved during 1965-66 amounted to \$77,320.

Cultural Affairs

A cultural Affairs Unit was established last year, for the purpose of developing Indian arts and other forms of cultural expression.

Priority is being given, at present, to development of a cultural grants policy designed:

- (a) to help individuals develop their potential in cultural pursuits such as writing, painting, music, etc., and
- (b) groups and associations engaged in the promotion of Indian culture.

It may be of interest to know that a pictorial history of the Indians of Canada is being compiled. Every effort is being made to have this comprehensive publication ready for distribution early in 1967 as part of the Department's Centennial program.

"Expo 67"

"Expo 67" will attract a large number of visitors both foreign and Canadian. As Indians were the first inhabitants of Canada we believe they deserve special recognition, and this can best be attained through a distinctive Indian pavilion at "Expo 67". By this means it is hoped to portray the Indians' history, culture, and contribution to Canadian society.

A recruiting campaign is under way to enlist Indian girls to act as hostesses and guides for the Indian Pavilion. Some 20 girls will eventually be engaged after an extended period of training which will include additional languages, Indian history and culture, grooming and deportment. The recruiting program is under the direction of Bernard Lapierre Assiniwiw, a well known producer and actor of Indian descent.

RESOURCES AND INDUSTRIAL DEVELOPMENT

The next year is expected to see the more extensive adoption of Community Development principles in many Indian communities as the program directed to that field of activity gets into high gear. The Community Improvement Program will also provide an incentive to the Indian people on many reserves. It is only natural to anticipate that these programs in turn will give rise to a strong demand for the economic use of all material and human resources in or near Indian communities. The Indian Affairs Branch is, therefore, preparing to assist in any new developments and enterprises which will employ Indians both on and off reserves, as well as in the extension of employment in wildlife, fisheries, forestry and agriculture, and other fields.

The Branch is particularly interested in doing everything that is possible to encourage Indian people to use to greatest advantage the natural resources in and adjacent to their reserves and to explore all feasible means of making available additional credit and credit facilities to Indian bands, individuals, and groups. Additional funds have been made available to increase the Indian Revolving Loan Fund from \$1,000,000 to \$1,500,000.

Reserve Lands

Reserve lands are an important resource. At one time sales of reserve lands, considered surplus to needs, were quite frequent but the trend now is to retain these lands for the benefit of present and future generations. There is a general reluctance to sell reserve land. In preference to leaving large areas of potentially productive reserve lands idle, the Indians are encouraged to lease these lands, whenever feasible, for productive purposes. In many cases the Indian is either untrained, financially unable, or disinclined to prepare the land for agricultural purposes. Leasing of the land is generally a satisfactory arrangement which not only makes use of otherwise unproductive land but provides a source of revenue for the Band. Land leased for agricultural or

grazing purposes, accounts for the largest number of leases in terms of acreage and revenue received. The second largest category of leases, in terms of numbers, is for summer cottages. Most leases are short-term agricultural and cottage leases, numbering between 1,600 and 1,800 annually. There have been some large scale developments under consideration recently, mostly in British Columbia and Ontario.

One of the essential requirements is a proper inventory of resources on reserves. It has become apparent that a more detailed land use survey program is needed and it is hoped to have this developed and in operation in the next year or so.

With detailed surveys available it will be possible for the Indians concerned, with technical assistance, to utilize their reserve resources to best advantage.

Minerals

Oil and gas developments on Indian lands have increased steadily in recent years as indicated by a doubling of revenues to Band funds since 1961-62, to an estimated \$4,000,000 in 1965-66. Alberta is responsible for the greater part of this, with lesser amounts from reserves in Saskatchewan, British Columbia, Manitoba and Ontario.

Forestry

The development of the forest resources plays an important part in the economy of some Indian bands. The current expansion of the forest industry and the anticipated demand for forest products coupled with the increasing shortage of trained personnel indicates that this industry will provide increasing opportunities for Indian participation, not only in the development of this resource on reserves, but in employment within the industry itself.

A concerted effort is being initiated to complete the inventory of forest resources on Indian reserves, provide management plans and develop this resource to full capacity. This includes protection against fire, insect and disease, and complete reforestation of burned-over and cut-over areas where necessary.

The full development of the forest resources on Indian reserves will not, however, provide economic independence especially when the projected population is taken into account. This development must, therefore, be complemented by acquisition of timber limits outside reserves or employment with the industry. Most provincial Crown timber, however, is under licence to pulp and paper or lumber companies and limits are difficult to obtain. Therefore, emphasis will be placed on assisting Indians, to obtain the required training for mechanized forestry operations through established training programs and in cooperation with industry. Further assistance will be provided in placing qualified personnel in employment with industry and for the relocation of families where required.

An amount of \$1,161,000 has been budgeted in 1966-67 for forestry operations. This is an increase of \$588,000 over 1965-66. Approximately one-third of these funds will be spent on training of Indians in the techniques of mechanized logging and sawmilling operations. The remainder will be used to produce lumber for Indian housing, protection services and reforestation.

Fur, Fish and Game

The renewable resources of fish, fur and game continue to be of vital importance to many Indians. Indian fresh water commercial fish production is approximately 20,000,000 lbs. a year. The British Columbia salmon production is valued at about \$6,500,000, which indicates its importance to the west coast fishermen. It is hoped to expand the fisheries program especially to new waters in Manitoba, Saskatchewan and the Northwest Territories. A study of Indian participation in the British Columbia fishing industry is being planned.

Fur and wildlife taken by Indians is valued at \$5,000,000 to \$6,000,000 a year with Indian trappers accounting for approximately 50 - 60 per cent of the total fur production in Canada.

It is proposed to do more in tourist outfitting and guiding. This is basically a new program which will require a substantial measure of training and study to make it effective. Increased expenditures are anticipated in every region. This will be primarily for study of resources available to Indians and to determine Indian capabilities and requirements for training and financial assistance. The program will depend upon the response and pace set by the Indian people concerned. There is, however, considerable potential in this field as the demand for sport fishing and hunting is constantly increasing. We will be examining what kind of assistance and training will help Indians become established in the tourist outfitting business. We can see the day when Indians, with training in guiding and management of establishments, will be setting up moose camps in northern Quebec and Ontario, big game outfitting in the Yukon and N.W.T., and sports fishing camps in northern areas.

Employment and Relocation Activities

The population explosion among Indians on reserves in the post-war years has brought about a tremendous upsurge in the number of Indians of working age and this trend is continuing.

The Branch is anxious to help these people to find temporary or year-round employment on or near their reserves. Nevertheless, from the sheer force of numbers, in relation to the size and resources of reserves and the job opportunities in their environs, it appears inevitable that many Indians will continue the movement off reserves to areas of employment. It is imperative to expand our programs of employment assistance and to develop new facilities or use existing agencies to a much greater extent to provide occupational counselling, training, placement and follow-up.

The Branch is facing this challenge, and over the past 18 months has increased its establishment of employment and relocation staff from 16 to 42. In addition, the Branch Resource Development Officers across Canada devote considerable attention to seasonal and short-term employment for Indians. These figures do not take into account vocational counsellors who are concerned with the employment of students and vocational training graduates, nor do they include employees of provincial and other agencies engaged in employment assistance under arrangement with the Branch. This year will see further recruitment of staff for this work, with a concerted effort to add to the number of Indians employed by the Branch in this field.

The whole approach to employment assistance and relocation, tied in with resource and industrial development in and around Indian communities, is currently under study, and plans embodying the use of whatever methods and facilities are deemed most effective and appropriate will be advanced when the study is completed. The Branch is determined to do whatever may be necessary to ensure that every Indian has an opportunity to find employment, and that training and other appropriate assistance will be made available to him (or her) for that purpose if required.

For some years now the Indian Affairs Branch has had the cooperation and assistance of the National Employment Service (NES). A heightening of this relationship is already in evidence as a result of the recent reorganization of NES and its absorption within the new Canada Manpower Service.

PROVINCIAL AND REGIONAL INTERCOMMUNICATION

At the beginning of this statement, reference was made to the eight Regional Indian Advisory Councils and the National Indian Advisory Board, consisting entirely of Indian members, which have been organized within the last 1½ years. These organizations, initiated by the Branch, are filling a long-felt need for additional means of communication between the Branch and the Indian bands.

In the coming year the Branch expects to continue to meet with these bodies on matters of regional and national concern, for consultation and their advice. It should be stressed at this time that meetings with the Regional Councils and National Board are not intended to replace the traditional consultation with Indian bands on matters of direct concern to them. The band council still retains its position of authority in relation to matters on reserves. This principle has been embodied in the proposed arrangements for the extension of provincial welfare and community development services to reserves, i.e. the draft agreements provide that individual band councils must be consulted, and may agree to accept or reject, as they wish, the services made available under such agreements.

In short, the Advisory Councils and the Board provide the Government with a means of sampling Indian opinion on both a regional and national basis while still preserving the autonomy of band councils. One province, Ontario, has decided to adopt the Ontario Indian Advisory Council as its consultant on matters of provincial concern and there are expectations that several other provinces will follow suit.

To an increasing extent, efforts are being made to arrange for provincial services, particularly in the fields of welfare and community development to be provided to Indians on reserves. In this way, Indian residents of a province will be entitled to precisely the same benefits as non-Indian residents, and existing provincial services will not be needlessly duplicated through federal services provided by the Indian Affairs Branch. In all such arrangements, there is no surrender by the Federal Government of its responsibilities to Indians under the British North America Act.

While there has been a good deal of attention paid lately to prospective agreements covering welfare and community development, the Committee may

be interested to know that agreements with provinces were signed in 1965-66 in a number of other fields. Some of these are dealt with elsewhere in this statement, but as examples, I would mention here a master agreement with Manitoba for the education of Indian children in provincial schools; one with Newfoundland to provide assistance to Indians, and Eskimos as well, in Labrador; agreements with British Columbia, Manitoba and Saskatchewan covering forest fire protection and suppression services on Indian reserves; and one with Alberta for a jointly-financed project to develop and market Indian craftware. A fur conservation agreement with Saskatchewan, which expired at the year end was renewed for another year pending further review, Tourist parks on two Indian reserves in Ontario benefited from provincial grants.

Much of the success of our federal-provincial relationships within the orbit of Indian Affairs rests with the activities of the Federal-Provincial Coordinating Committees which are established in a number of provinces.

PLANNING AND RESEARCH

During the past two years the Indian Affairs Branch has undergone significant reorganization and has introduced major new programs and procedures. One element in this reorganization which is being given attention is in the area of planning. A directorate of planning will pay special attention to long-range plans, formulation of clear-cut objectives in general terms and in special functions, and evaluate the effectiveness of the work being done. The broad questions of poverty, overpopulation in certain areas, economic changes and urbanization as they affect the larger Canadian community, and the policies that emerge at all levels of government in response to these questions, have direct implications for measures needed on Indian reserves.

Continuing research will be required. Studies will have to be initiated into particular problem areas or in sectors where it is considered certain activities should be evaluated. During the past two years, a study under the direction of Dr. H. B. Hawthorn of the University of British Columbia and Dr. Adélaré Tremblay of Laval University has been under way. This research project is expected to be completed this Fall. Other studies in particular fields are being undertaken.

It is expected that long range planning and research together with greater use of feasibility studies, economic and land use surveys will become an increasingly significant factor in Indian Affairs operations.

As an organization concerned primarily with human development, the Indian Affairs Branch must pay special attention to its relationship with Indian groups, participation by Indians in decision making, and the qualities and skills needed by staff to foster a climate of creative teamwork.

The closest collaboration and consultation with various Indian groups will be necessary to achieve a consensus on goals and the possible courses of action in meeting them. Thus we see a much greater role for planning and research in the future which should provide objective guide-lines for setting goals, clarifying priorities, and co-ordinating and adjusting Branch programs, so as to make the best possible use of the funds provided by Parliament.





OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

Indian Affairs, Human Rights and Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

THURSDAY, JUNE 2, 1966

Respecting

Estimates (1966-67), Indian Affairs Branch of the Department of
Northern Affairs and National Resources

WITNESSES:

*From the Department of Northern Affairs and National Resources: Messrs.
E. A. Côté, Deputy Minister; R. F. Battle, Assistant Deputy Minister,
Indian Affairs Branch; C. I. Fairholm, Head, Secretariat, Indian
Affairs Branch.*

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and Messrs.

Aiken,
Alkenbrack,
Badanai,
Baldwin,
Bell (*Carleton*),
Crossman,
Grafftey,
Howard,

Langlois (*Chicoutimi*),
Macaluso,
Moore (*Wetaskiwin*),
More (*Regina City*),
Munro,
*Nasserden,
Orange,
Orlikow,

Prud'homme,
Reid,
Skoreyko,
Tremblay,
Wahn,
Watson (*Châteauguay-
Huntingdon-Laprairie*),
—(24).

(Quorum 13)

Fernand Despatie,
Clerk of the Committee.

*Replaced by Mr. Dinsdale on June 1, 1966.

ORDER OF REFERENCE

WEDNESDAY, June 1, 1966.

Ordered,—That the name of Mr. Dinsdale be substituted for that of Mr. Nasserden on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

MINUTES OF PROCEEDINGS

THURSDAY, June 2, 1966.

(3)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 9:45 a.m. this day, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Aiken, Badanai, Baldwin, Bell (*Carleton*), Crossman, Dinsdale, Howard, Klein, Langlois (*Chicoutimi*), Macaluso, Moore (*Wetaskiwin*), More (*Regina City*), Orlikow, Prud'homme, Reid, Roxburgh, Watson (*Châteauguay-Huntingdon-Laprairie*)—(17).

In attendance: from the Department of Northern Affairs and National Resources: Messrs. E. A. Côté, Deputy Minister; R. F. Battle, Assistant Deputy Minister, Indian Affairs Branch; J. W. Churchman, Acting Director, Indian Affairs Branch; J. D'Astous, Director of Administration, Indian Affairs Branch; L. L. Brown, Chief, Federal-Provincial Division, Indian Affairs Branch; J. M. Thibault, Financial and Management Services Adviser, Indian Affairs Branch; C. I. Fairholm, Head, Secretariat, Indian Affairs Branch.

Also present: Mr. Stanley Haidasz, Parliamentary Secretary to the Minister of Northern Affairs and National Resources.

The Chairman presented an oral report on the first meeting of the Subcommittee on Agenda and Procedure, held on June 1, 1966. He mentioned the suggestion that was made to change the time of meetings from 9:30 or 11:00 a.m. to 1:00 p.m.

Following discussion, on motion of Mr. Baldwin, seconded by Mr. Roxburgh,

Resolved,—That meetings of the Committee take place at 1:00 p.m. and that consideration be given to the holding of meetings on a daily basis until the Estimates are disposed of.

The Committee then discussed the suggestion made by the Steering Subcommittee regarding the formation of a Subcommittee which would go on a fact-finding tour of certain Indian communities. It was decided to hold discussions with the Deputy Minister, Northern Affairs and National Resources and with the Assistant Deputy Minister, Indian Affairs Branch, before a definite plan is submitted to the Committee.

The Committee resumed consideration of Item 30—Administration, Operation and Maintenance—of the Estimates (1966-67) of the Indian Affairs Branch of the Department of Northern Affairs and National Resources.

The Deputy Minister was examined, assisted by Messrs. Battle and Fairholm.

At 11:00 a.m., the Committee adjourned to the call of the Chair.

Fernand Despatie,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, June 2, 1966.

● (9.45 a.m.)

The CHAIRMAN: Gentlemen, I see a quorum.

I would like to report to the meeting the fact that the steering committee met yesterday and the following suggestions were made. It was suggested that inquiries be made regarding the possibility of changing the time of meetings arranged. We had a series of meetings arranged for the future, and instead of having them at 9.30 a.m. or 11 a.m. we could have them at 1 p.m. on either Tuesday or Thursday, in view of the conflict of meetings with the standing committee on Northern Affairs and National Resources. The second item that was discussed was the native Indians. Mr. Howard would like to see the formation of a subcommittee which would go on a fact-finding tour of certain Indian reserves and would report to the Committee.

I would like the opinion of the Committee on the question of changing the time from 9.30 a.m. or 11 a.m. to 1 p.m. so that there would be no conflict with other committees. Does that meet with the approval of this Committee?

Mr. ORLIKOW: Mr. Chairman, I think there is no conflict other than trying to get a quorum and having people shifting between one committee and another. On the other hand, I do not know how much we can accomplish if we meet at 1 p.m.; even if we start sharp at 1 p.m. it gives us only an hour and a half for the meeting. I do not think we are going to clean up estimates very quickly if we have to meet in periods of an hour and a half or two at the most. I know that this question is beyond the power of our Committee alone, but I am very sceptical that we are going to make progress in this way.

Mr. ROXBURGH: Another thing is if we do not get started in the mornings we will never get anything done either.

The CHAIRMAN: It would be worth a try would it not?

Mr. ORLIKOW: Well I said, Mr. Chairman, I will agree to it, but I think that the whole question of meetings should be taken up with the government. I do not know how we are going to handle estimates unless we can spend a full day or two or three on the estimates of a committee and really get into them.

The CHAIRMAN: Your suggestion I take it is that an allocation of a full day or two be given to the estimates so that we can get through with them?

Mr. ORLIKOW: That is my suggestion. I know we cannot do it here, and I will go along with the suggestion of the steering committee that we try meeting at one o'clock for the time being.

The CHAIRMAN: Are there any other comments on this, or any other expression of opinion on the question of whether a full day or two or three ought to be allocated to estimates so that we can—

Mr. BADANAI: Are we sitting until eleven or going through until one this morning?

The CHAIRMAN: I understand there is another committee sitting in this room at eleven, so we have to adjourn at eleven.

Mr. BALDWIN: That settles it. I think that the suggestion should be adopted, Mr. Chairman. Do you need a motion?

The CHAIRMAN: Which suggestion?

Mr. BALDWIN: The suggestion to meet at one o'clock.

The CHAIRMAN: One o'clock. Are we through with the discussion? I think that Mr. Orlikow's suggestion has a lot of merit in the sense that some of that suggestion ought to be passed on because certainly that is one way of being able to dispose of the estimates.

Mr. BALDWIN: I would add that to the motion or it could be considered as inherent in it, as you wish, Mr. Chairman.

The CHAIRMAN: Then there is a motion by Mr. Baldwin, seconded by Mr. Roxburgh that the meetings of the Indian Affairs, Human Rights and Citizenship and Immigration Committee take place at one p.m. and that consideration be given to the holding of sessions on a daily basis until the estimates are disposed of. All those in favour of the motion?

Motion agreed to.

Now, the other item that was discussed was the question of a formation of a subcommittee which would go on a fact-finding tour of certain Indian Reserves and would report back to the Committee. As I understand Mr. Howard's suggestion, it was not intended that this Committee should go on its tour while the estimates are on. In other words, the estimates could be disposed of and the committee could leave subsequent to the disposal of the estimates. Is that not correct, Mr. Howard?

Mr. HOWARD: If this is procedurally possible. That I do not know.

Mr. BELL (*Carleton*): With the approval of the House, of course.

Mr. HOWARD: Yes; we would have to make a request with some special reference made to it, and authorization received; otherwise, as I recall it, once we report the consideration of the estimates we have done ourselves out of business. This is a mechanical part. If it is agreeable, it can be worked out afterwards.

Mr. BADANAI: Mr. Chairman, would it not be possible to have the estimates passed and leave item No. 1 open for reconvening after the members have returned?

The CHAIRMAN: I am just informed that the permission for the Committee to tour must be received before the estimates are passed. But I would imagine that is not a difficult matter to dispose of. The question is whether it is practical to do it or not.

Mr. BELL (*Carleton*): It would have to be a long range proposal. It would have to be spread over a period, I would think, of some months to have any real utility. I think we might consider it just in principle and suggest that perhaps the Deputy Minister and the Assistant Deputy Minister might come up with a plan of action for the steering committee which could then be reported to this Committee at a subsequent meeting.

The CHAIRMAN: I think that is a very good suggestion, if the Committee goes along with it, that we ask the Deputy Minister and Mr. Battle to come up with a plan of what they consider would be practical for this committee to deal with in the future. We could then discuss it at a subsequent meeting. All right, gentlemen.

Mr. AIKEN: Mr. Chairman, I think we have left the Deputy Minister and Mr. Battle without very much idea about what the Committee or the subcommittee intend to do. The point is, are we going to try to complete a visit to the various provincial councils within the month of June? Certainly, we have to report these estimates some time or another and I think we have to give some vague thought to what timetable is involved. Are we going to be a permanent committee? If we are, then I think we should have some authority and proceed with the estimates, because I do not think we can plan on a trip around the country before the estimates are reported. I think that surely they want to have them reported some time this year.

The CHAIRMAN: Well, I do not think it is intended, as I see it, that the estimates will be delayed as a result of this trip. As I see it, the estimates will be passed and this trip that is going to be made will merely be fact-finding with recommendations whatever they might be, after the Committee has completed its tour. But I do not think it was ever intended that the tour be made in order to be able to discuss the estimates. Quite the contrary, as I understand it.

Mr. AIKEN: Therefore we will, as Mr. Bell has suggested, want a special reference.

The CHAIRMAN: Yes, we will need a special reference which we will ask for only when we know where we are going.

I think that we will await the suggestions of Mr. Côté and Mr. Battle which will be referred to the steering committee and the steering committee will report back to the next meeting.

Mr. DINSDALE: Mr. Chairman, the discussion of the steering committee was clearly detailed in this respect. I think perhaps you as the Chairman could communicate the points that we have discussed to Mr. Côté and that would act as a suitable frame of reference.

The CHAIRMAN: In your absence Mr. Bell represented you and we discussed the matter with the Deputy Minister.

Mr. HOWARD: In fairness to the steering committee, it was the thought of the steering committee that it would report today in a general sense, and if it got general approval in principle of the concept of this then it would proceed and work out the mechanics of it and come back with a detailed plan of involvement covering all the technicalities, whether we can do it while the

estimates are being reported and when we have to do it, and how we have to word the motion and the schedule of tours, and so on, which we would work out with Mr. Battle and others. But today's suggestion was made in a very general sense and if it receives general approval then we could go ahead.

The CHAIRMAN: Do you not think, Mr. Howard, that we ought to await the suggestion and see what this tour entails before we ask the Committee to grant the permission that the tour be made?

Mr. HOWARD: I thought you already had general agreement.

The CHAIRMAN: Yes. Would it not be better instead to wait and see what the Deputy Minister suggests?

Mr. HOWARD: This is just what I said, Mr. Chairman.

The CHAIRMAN: No, but you asked that the Committee approve in principle the idea of the steering committee this morning.

Mr. HOWARD: I thought it already had.

The CHAIRMAN: Well, I do not know whether we had—

Mr. HOWARD: I thought you asked is there agreement and—

The CHAIRMAN: Agreement to ask the Deputy Minister and Mr. Battle to come up with a plan of what the tour could consist upon.

Mr. HOWARD: That is agreed upon.

The CHAIRMAN: Yes. All right gentlemen, shall we resume consideration of the estimates?

Mr. BELL (*Carleton*): I wonder, Mr. Chairman, if I might put general questions to the Deputy Minister and ask him in the first instance if he could tell us what is the present status of plans for the Indian Claims Commission?

Mr. E. A. CÔTÉ (*Deputy Minister, Northern Affairs and National Resources*): Mr. Chairman, the Indian Claims Commission has been a matter before the Department for some time and I must say that for my part we had this pursued within the branch to some extent, and I will ask Mr. Battle to speak on this because I have been devoting the greater part of my attention since the 1st of January to get to know something about the Indian affairs, something about the Indians, and the material factors involved in integrating Indian affairs with the department. I think Mr. Bell realizes this is a pretty complicated affair. I may say to the Committee that I expect that by August 15, Indian affairs branch will have moved into Centennial Towers and we will be together and thereby be able to operate I think a good deal more efficiently than we are now in these buildings spread around the city. I will ask Mr. Battle if he would speak to this particular point.

Mr. R. F. BATTLE (*Assistant Deputy Minister, Indian Affairs Branch, Citizenship and Immigration*): Mr. Chairman, there really is not a great deal to report on at this time. The Minister made a statement in the House not too long ago, and he indicated at that time that there has been some change with respect to consideration of the claims bill because there has been a request from the attorney representing a group of Indians in British Columbia that there be

some attempt made to negotiate with respect to the lands which the Indians in British Columbia feel they are entitled to. These discussions have been going on, and the Minister has had some discussions with the attorney representing the Indians there and until such time as the Minister can determine where we should go from here there has been really no further development with respect to the claims bill.

Mr. BELL (*Carleton*): We are not in a position to know whether it is likely that a bill will be introduced at this session or not.

Mr. BATTLE: I really could not say.

Mr. BELL (*Carleton*): The concern which I have in relation to this is that it has been under consideration for at least four or five years. I had at one stage myself introduced a bill in the late autumn or early winter of 1962-63. My concern is whether amongst the Indians there is any feeling of bad faith in not proceeding with this which had been so clearly promised both by the former government and by the present government. I do not know whether it is fair to ask our public servant to comment upon that but I do feel that that should be on the record and we should be given an assurance that there is nothing which would lead the Indians to believe that the commitments which have been made are not being carried out in a proper way.

● (10.00 a.m.)

Mr. BADANAI: Mr. Chairman, would Mr. Bell explain, the substance of the bill briefly?

Mr. BELL (*Carleton*): Well, I think the bill which I introduced was simply in the resolution stage. I am afraid I am not in a position to explain as the bill never came before the House and I would be disclosing what are Privy Council matters if I were to discuss it.

Mr. BALDWIN: As a supplementary, was there not a bill introduced on two occasions by the government but, because of the objections which were taken to it, it was withdrawn for a further look. May I digress on that point, sir?

The CHAIRMAN: Yes, Mr. Baldwin.

Mr. BALDWIN: With reference to what Mr. Bell said, may I take the Committee back several years further. On July 8, 1961, a joint committee of the Senate and the House of Commons which had been looking at this and other matters for three years, made a recommendation. The last recommendation was, I think, the basis on which this bill was founded. "An Indian Claims Commission should be established to hear the British Columbia and Oka Indian land questions, and other matters, and the cost of counsel to Indians for the two land questions specified above should be borne by the federal treasury", so actually it is getting on for five years since the matter was first proposed.

Now, what concerns me are the other matters which were left in this form in our recommendation and have not yet been clearly defined by the government and I think forms part of the objection on the part of many of the Indian bands, as to the actual framing of this legislation. This brings me to the question of the Indian treaties, many of which have been the subject of litigation. The

Indians now feel that these treaties have been abrogated as a result of government action and court decisions, and there is a feeling amongst many of them to whom I have spoken that the question of the benefits to flow to the Indians as a result of the breaching of these treaties, both by legislative and governmental action, should be the subject of consideration in this particular bill. I would ask for that preamble if Mr. Côté, or the deputy, Mr. Battle, is free to give any indication whether this is being considered or is the bill going to be limited to the very restricted areas which were first brought to the attention of the House.

Mr. Côté: Well, Mr. Chairman, I do not think that I would be free to speak on the government's intentions in that regard, but I can say this matter of the Indian Claims Commission has been a matter of continuing interest and concern to the officials, and we have been watching the situation very carefully. There are some areas, I think as Mr. Baldwin has pointed out, where there have been clarifications as to what the legal position is, and in some cases it is not the sort of clarification that has been in the common understanding so far as the Indians are concerned. The minister has indicated that, particularly as regards hunting rights, it is a matter in which consultation will have to take place vis-à-vis the Indians. We are studying the matter; it is being examined in all its facets, but I would not be in a position, sir, to give the view of the government.

Mr. BALDWIN: Before I leave that, Mr. Chairman, one more question. I wonder whether the department would be able to make a brief, summary form, of these various cases which have gone to the Supreme Court of Canada and the extent to which they affect rights claimed by the Indians under the treaty, I am thinking of the lame duck case and now there is the hospital case, the health case in Saskatchewan which, of course, is sub judice because it is on its way to the Supreme Court of Canada. Would the Department make a list of these and the effect of their decision so that the committee might have the benefit of them when they come to consider at some future time what our position might be.

Mr. Côté: I think, Mr. Chairman, it is quite feasible for us to prepare a concise report of the decisions that have been taken. We are not entirely clear in all aspects of the effects of these decisions. We are studying that and it may take a bit longer, but if the Committee is agreeable we will prepare for its use a summary of the cases that have been decided by the Supreme Court of Canada and try to put forth the effects of them to the extent that we can see them at the moment if that is feasible, and submit this to the committee.

Mr. BELL (*Carleton*): That would be most helpful, Mr. Chairman.

The CHAIRMAN: Mr. Bell, did you want to say something?

Mr. BELL (*Carleton*): One further matter—

Mr. DINSDALE: On the question of the claims—

The CHAIRMAN: We have to identify the speakers in order to have the transcription correct. Mr. Dinsdale?

Mr. DINSDALE: In this summary could something be included with reference to the problems in the territories, Mr. Chairman, which is of some considerable magnitude?

Mr. CÔTÉ: I have indicated, Mr. Chairman, that we will try to do that as well, if it is at all feasible.

Mr. BELL (*Carleton*): There is just one further thing I would like to say about the Indian Claims Commission. In view of the concern I already expressed perhaps it would be drawn to the Minister's attention some time before we have concluded the estimates and when the Minister is here he might be able to give us a statement indicating government policy at this time.

Mr. CÔTÉ: That will be brought to the Minister's attention.

Mr. BELL (*Carleton*): The next matter I would like to ask is somewhat associated. Perhaps the deputy could indicate what the present status of plans for the revision of the Indian Act may be.

Mr. BATTLE: Well, Mr. Chairman, as most of the Committee members are aware, there was a joint parliamentary committee that sat on Indian Affairs a number of years ago and this committee made certain recommendations with respect to the Indian Act. Since that time we have had these under review, particularly from the point of view of recommending amendments which would make it easier for bands to develop local self-government and to develop their reserves from an industrial economic point of view. The stage at which we are at the present in the administration is this: We have had meetings with the various Indian advisory councils throughout Canada; we have discussed the act section by section with these councils and they have made certain recommendations with respect to proposed amendments. We at the present time are in the process of trying to develop a report which will summarize all of these recommendations so that we can see whether there is any general consensus from one end of the country to the other. I would say that at the present time, so far as the administration is concerned, we are mainly involved in the consultation process with the Indian people with respect to the amendment.

Mr. BELL (*Carleton*): And is that consultation process virtually completed?

Mr. BATTLE: It is completed in so far as, I would say, the first preliminary round because we are going to have to go back to them again I am sure on this and there will also have to be discussions with the national advisory board.

Mr. BELL (*Carleton*): Have you got to the stage where you have any timetable in mind?

Mr. BATTLE: I think this is a matter for the Minister to comment on rather than anyone else. From an administrative point here I would say that there are certain amendments we should like to see made because until they are made there is this sort of tendency to delay the development of self-government and to delay industrial development.

Mr. BELL (*Carleton*): That is precisely what I am concerned about and I would like to see a specific timetable established in which the revisions to the Indian Act would be brought forward to Parliament. I am conscious of this because I had planned to spend the summer of 1963 engaging in these consultations but events gave me other occupations at that time.

I wonder if, just pursuing this, it is feasible for the department to give us a very brief summary of the progress which has been made in the implementation

of the report of the joint committee. Some of this is of an administrative nature, some of it requires legislation, but if we had before us, I think, some indication of what has been achieved in carrying into effect the findings and the recommendations of the joint special committee I am sure it would be exceedingly helpful to the Committee, and I think it would be exceedingly helpful in future discussions of Indian affairs. Would that be feasible?

Mr. CÔTÉ: I think the answer to that Mr. Chairman is yes, and we would be delighted to prepare something along those lines, a summary of the proposals made by the joint committee and the administrative action which has been taken in those cases where it has been feasible and the problems still outstanding.

Mr. BELL (*Carleton*): I do not want to press on the time factor on that, but it would be helpful if it could be within a comparatively short time.

Mr. CÔTÉ: I think Mr. Chairman, we might be able to get this done within ten days.

Mr. BELL (*Carleton*): Thank you.

Mr. HOWARD: Mr. Chairman, I would like to deal with the matter of arrangement about the claims commission and express some thoughts about it. I should say, incidentally, with respect to Mr. Baldwin's thought that this was recommended unanimously by the Senate and the House of Commons committee in 1961, I believe it was. It was also a unanimous recommendation of a similar committee in 1948. So it goes back just a bit beyond four years in so far as parliamentary concern about it is involved.

Mr. BALDWIN: It is old enough to be entitled to a pension now.

Mr. HOWARD: Yes. Well, and in so far as some of the native Indian people are concerned it goes a long, long way back beyond my birthdate. So it is a matter of great concern. I would like to deal with the aspect of it, or the thought about bad faith and whether or not native people think or feel that there is bad faith on the part of successive governments, or the current government, or on the part of governments in general in not having proceeded with this matter, especially in the light of the fact that Mr. Bell had contemplated introducing a bill when his minister had the resolution on the order paper, and that two bills had been introduced one after the other in successive years, and now no further word about it. I would be inclined to think that there is a certain element of bad faith.

There is a certain feeling that bad faith is involved here, but I would like the Committee to consider this when it deals with this matter. I think we should look at the prospects of a claims commission from a number of points of view. I look at it in this light, particularly from the attitude of the native people in British Columbia who persistently have been to varying degrees opposed to the concept of a claims commission, certainly opposed to the form it took in the two bills that came before Parliament, but rather supported the idea that there should be if not an open at least a tacit recognition on the part of government that the aboriginal or hereditary claim to the land had never been extinguished and still was in existence, and that they should not have to go to some board or

commission in order to prove this case. Their thoughts have been more along the lines that if government would recognize an historical fact and sit down and negotiate the question, to come to some mutually acceptable understanding and agreement about it, this would be the far better course.

When I asked the minister in the House some time ago he indicated that there had been discussions with the legal representatives of the people and that this could be classified in a general term at least as negotiations; but I for one felt pleased about it in so far as the British Columbia native people were concerned and many of the native people I know at home were pleased about it too because this is the course that they have been advocating for some years and they do not thereby think that there has been any sort of large degree of bad faith involved, but that this is what should have occurred.

In other parts of the country there may be an entirely different attitude prevailing and I think perhaps there would be because they have different claims, different problems and a different history to them. I think in viewing this matter we want to look at it in that light. We do not want to impose some sort of legislative mechanism on a group of people all across the country when it may not be absolutely applicable to one section and they may desire some other course to be taken.

I would like also to make some reference to the revision of the Indian Act. I do not know whether I misunderstood what Mr. Bell was getting at here, but I for one would not be too partial to a timetable of enactment of the law unless the consultation which has taken place with the native people beforehand was extensive and thorough enough so that they understood and accepted what the proposed changes were. Once this has been out of the way, then the timetable is only one of putting into effect that which has been agreed to; but certainly not a timetable from a parliamentary point of view to introduce and bring into effect something that may not be fully acceptable and fully understood by the native people themselves. This is what happened in the 1951 amendments. There is a terrific resentment against those amendments, because they were sort of imposed from above and the consultation was pretty scanty and with only a few, as I understand it, hand-picked people in order to get a particular reaction to the proposals. So the timetable I hope will be in that light rather than a purely parliamentary one. I am sure this is perhaps what Mr. Bell had in mind.

Mr. BELL (*Carleton*): Indeed, I think the consultations should be very thorough and the Indians should be fully satisfied in the situation. On the other hand, I do feel that certain target dates should be established, otherwise there is an inclination in it simply to drift and that was all I was concerned about.

Mr. HOWARD: A propos of this, I did again ask the Minister in the house about revisions of the Indian Act. I have forgotten the date of it but it was a month or so ago, and the answer he gave at that time—I do not know whether you can take this as a timetable or not, but you have to take ministerial statements of this sort with a grain of salt sometimes—was that he hoped to introduce them some time this year. This was my understanding of his answer. If this is a correct understanding of the ministerial's declaration, I hope he meets it so far as the timetable is concerned. I saw Mr. Côté giving some indication of wanting to say something.

Mr. Côté: Mr. Chairman, I would like to make a few comments if I may on this last statement by Mr. Howard and probably point out to the Committee that the consultation process with the Indians is a very difficult one. The Committee is not without knowing that there are 550 bands, and that they each have pretty specifically almost their own culture and attitudes. There has been developing a series of provincial Indian councils and it was only last spring that the provincial Indian council was set up on a representational basis to give some views in a co-ordinated fashion and to facilitate this sort of consultation, taking into account the variations that exist in each of the regions of the country. Indeed, it was only in the early part of January, 1966, that a national Indian advisory board elected by the councils was established. And so the process of consultation is going through these means and we are getting a better feedback and a better understanding and a responsible expression of views by the Indians in the various regions and on a national basis.

So far as the claims commission is concerned, I think it would be of value to the Committee to have placed before it the recent events, I speak of the last three years or so, concerning Indian Claims Commission legislation. The legislation to establish an Indian Claims Commission to hear and determine these claims was introduced in Parliament in December, 1963, and in keeping with the policy of the government to consult the Indians on matters of major importance to them, this proposed legislation was sent to Indian organizations and Indian bands and others for their comments and suggestions. As a result certain suggested changes were then incorporated in a new bill which was introduced and given second reading in the House of Commons in June, 1965. At that time a special joint committee of the House of Commons and the Senate was appointed to consider this matter in detail.

A letter was sent in July, 1965, to all Indian organizations, band councils, and again other interested groups, informing them of the situation and enclosing a copy of the bill so that they could have an opportunity to study its provisions. But Parliament, as Members know, was dissolved before legislative action was completed and in the meantime there seems to have been a change of view in some areas, I think particularly on the west coast. If my memory is correct in B.C. there are, something of the order of 1,600 Indian reserves out of a total of 2,200, and there has been some change of view. As Mr. Howard I think reflected the idea of discussions and negotiations is coming to the fore in that area. But the consultative process is not really complete in that regard.

Concerning the second point which was raised by Mr. Howard, the question of an amendment of the Indian Act, there are points of real concern that should be dealt with. Unanimity among the Indians on all areas of amendments is very difficult to obtain. Some would like to see a good deal more self government, some like to see the retention of the powers under the Indian Act in section 88 so that they do have security. The reserves to most Indians, I should think, are sheet anchors to windward. They are their homes and they want to have that to go back to. Some of them would move off, but the reserves are very important in their mind. The ability not to be able to mortgage this is the protection which they want. This is a very complex area. From an administrative viewpoint there are problems in this.

I think that we would like to see certain changes made in the Indian Act if the Indians are prepared to go along with this and that is in the discharge of the trust functions which are vested with the superintendent of Indian Affairs for their lands. We would like to see this decentralized a bit more within the department. Otherwise it means an inordinate burden on the superintendent general, or in this particular case, more particularly the Assistant Deputy Minister who has to spend in my view an inordinate amount of time actually signing legal documents, and there should be greater decentralization.

As members know, the moment you open up an act, and an act which to the Indians means so much and has given them so much protection in many ways, the Indians are sometimes bothered about this and do not want to lose the right which had been enshrined over the years. It is a very complex problem to get a general viewpoint about amendments to the Indian Act.

Mr. HOWARD: I do not want to get into a cross-conversation with Mr. Côté on this one aspect of what he said and what I hope to reply to, because we are in different fields of activity and this is not really the place to do it. I think the committee should concern itself with this matter of consultation as it related to the two successive bills which were introduced to establish a claims commission. I think Mr. Favreau was the minister at the time of the introduction of the first bill, and if I am not mistaken it was on the last day of Parliament that winter, with the understanding that it would be distributed far and wide and representations would thus be permitted with respect to it. Many, many representations were made by the Indian people, Indian bands, some of which were highly critical of the bill, some of which had no comment about it. They just passed it by. Others referred the matter to their central Indian organization to deal with it. But the consultative process in that instance I submit really did not have much influence on government, because the bill that came back the second time was with, if my memory serves me correctly, two exceptions almost identical with the original bill. The two exceptions being one, that a person of native Indian origin be on the commission, and two, that the crown would finance the processing of claims before the commission, which I submit was a failure in the first bill. But still by and large the bill was identical to that which had been introduced in the first instance. Some of the native people whom I know wondered why their ideas and thoughts did not end up in the second revision of the bill, and this caused a little bit of feeling about bad faith. So the process of consultation was not carried out in this instance to the full in so far as reflecting the views of the people was concerned.

Amendments to the Indian Act itself is something we should be vitally concerned about, I think, rather than intimate details about what the salary structure of teachers is and how much money is being spent here and that sort of thing. But with respect to the Indian Act itself I think it is a fact that in dealing with native Indian people the principle that says a convoy is only as fast as its slowest ship has applied in years past with respect to native people too. There always has been the tendency not to proceed too quickly in the liberalization of the Indian Act because certain groups, or certain bands, or certain tribes or fraternities of people did not want to see that particular change

made, and so the change would not be made, to preserve the position of a certain number and as a consequence everybody across Canada was affected accordingly. In taking cognizance of this and with the thought, at least as I have it, that one of the greatest barriers to progress of the native Indian people is the Indian Act itself and not the individuals who happen to be in the Indian Affairs branch, but the actual Indian Affairs branch because it exists for the purpose of administering a particular act. These two things are barriers to advancement and progress because one of them is a legislative inhibition upon desires to develop change, a legislative inhibition that does not develop upon the rest of us.

If we want to develop in the field of more local government, municipal government of this sort, then the mechanics are there to do it and we go ahead and work within it, but not so with native Indian people. In the light of this, whether there has been any consideration given to the assurance that once the changes to the Indian Act are in any sort of draft form, whether it be tentative or otherwise, that that draft be made available to native Indian people. I know this is done in some instances with other groups in society in the provinces. Laws relating to barristers, solicitors, and this sort of thing are referred to them for consultation, with the bill in a draft form, instead of with the general idea being tossed out. It would seem to me that either by introduction into Parliament for second reading, which makes it public, and then a subsequent distribution of that bill to Indian people for their reaction to it, or a draft, without introduction to Parliament, presented to native people for reaction to something that is actually worded in a legislative way might be advantageous. I for one really do not care one way or the other which way it is done, so long as subsequent to this consultation something is prepared in legislative form and resubmitted for reaction to the actual construction of the law itself. And secondly, that the law itself reflect, if it is possible to do this, the desire for a change in one part of the country which may not be desired in another part. For instance, Mr. Côté said that some bands wanted more local government. This is my experience of the ones that I know, that the sooner the Indian affairs branch got out of business the better off they would feel. But compare this with what Mr. Côté said about other bands who want a retention of this sort of administrative guidepost or control or authoritarianism that exists. This makes them feel a bit more secure. I wonder whether or not some consideration might be given to permitting the Indian bands and people to proceed into the area of self-government on an individual basis as fast as they possibly desire—contrary to what exists now—without the holding back of one area because of the reluctance of another to move forward. This might be something that would be reflected in there because to me the key to success in a great deal of Indian affairs activities is for people who run their own business. If they make mistakes in doing it, all well and good. How you learn is by doing things and learning by your errors. I just toss these out as a couple of suggestions which might lead us towards an Indian Act which will reflect the desires of native people to a greater extent and I can appreciate you will probably never get unanimity. I doubt whether you will get unanimity on any law from any group of people. But taking that into account, to try as much as possible to get the largest body of support for some idea, or to have the law reflect, I should say,

the views of the largest body possible and to allow people to rush as fast as they desire into the field of government by themselves.

● (10.30 a.m.)

Mr. Côté: Mr. Chairman, maybe I might be permitted to take the second question put by Mr. Howard first, the desire for self-government, and Mr. Howard suggested that that should be reflected in the law itself, maybe to permit various degrees of development. I would say to that, that there is not inconsiderable movement towards local self-government now. Of 550 bands there are probably something of the order of 450 that have got band funds, and of those 450 about 125 have got partial or complete control over their band funds. This is a means whereby they can achieve more self-government.

Sometimes the Indian bands have been improvident when they have had the local authority over their budget; sometimes there has been some waste the first year, but our experience has been the second year there is far less waste. This process is one where the bands will have an opportunity to budget for and spend half of their income, shall we say, out of band funds. This is a very encouraging prospect. I am not too clear how many bands are at variances of this per annum, but I think it is going up Mr. Battle to what?

Mr. BATTLE: There are 115 now.

Mr. CÔTÉ: One hundred and fifteen, and it is going up every year by about 20 or 30? Twenty, are taking advantage of this. This is part of the process of self-government, and this is being done within the existing Indian Act.

I have not very much experience in these matters, but I think that even with the existing act there can be greater progress made towards self-government based on the desire of the Indians themselves. The Minister, I think, quoted a case on the west coast where the Indians saw the possibility of leasing on long term lease 45 acres of land for 80 years and they are getting a very good return from this. We see this movement extending in such areas, for example, as Sept-Isles. I was there in February and they are anxious to lease to a developer on suitable terms some land which would bring them an assured revenue and renegotiable as to rental every 15 or 20 years. This is happening.

So far as the second question is concerned, the draft of an Indian Act being submitted to the Indians, I think Mr. Howard will recall that this was done in draft form in 1955. I do not think that there is anything really that would oppose this possibility. I think that the government, however, must have assembled pretty well the factors before it, and have an idea whether the suggestions might likely meet the views of most of them and be sufficiently flexible. There is always this dangerous position of abandoning security which the Indians rely on, on the one hand, to give them an opportunity to move ahead and they cannot see the future too far in some of these areas. But I think possibly something along these lines might be done. I would ask, however, Mr. Battle who is far more knowledgeable than I am in these matters to comment further if he would.

Mr. BATTLE: Mr. Chairman, I thought that maybe it might be of advantage if I were to indicate in summary form some of the recommendations with

respect to changes in the act that have come from the advisory council. There are four in summary. They have asked that—

Mr. HOWARD: Did you say from advisory councils?

Mr. BATTLE: From the Indian advisory council. This was as a result of the discussions that took place across the country. Just to give some indication of what they are thinking about, the first one they have asked about is to find a way to extend to band councils the authority which in many cases is now exercised by the Minister or the Governor in Council. For example, leasing bylaws instead of regulations, executing contracts, and this type of thing.

Secondly, to do away with some of the provisions of the Indian Act which restrict the freedom of the individual. And this one in particular is the liquor section which really does not mean as much now as it used to, of course, but it is still there. And the permit system as it applies on the prairies, the permit to sell system which really again is not being enforced as it could be.

Also find means whereby individuals and bands may obtain credit or financial assistance for developmental purposes—I mentioned this earlier—particularly finding some way to change section 88, and so far we have not been able to do this. Repeal some of the provisions of the act which have outlived their usefulness or where the band council itself may take and exercise the necessary responsibilities, such as the operation of farms, responsibility for the maintenance of roads, and so on. Most of the measures suggested tend to reduce the direct role of government in the daily lives of the Indian people and extend the range of decision-making that is open both to individuals in the bands, through its council in local affairs.

Now, this is a summary of some of the general thoughts that the Indians have expressed themselves. What we are trying to do now in the branch is set up a directorate of planning where we can get a small group of people working on an attempt to take the long view in Indian Affairs, and by “long” I am thinking of something like 15 years, shall we say. So that for those bands, particularly, who do want to assume a status which is similar to a municipal situation, we will be able to come up with a way that will enable them to do this, and of course this would have to be interpreted into legislation. One of the things we have been thinking about, I think I can say this, is there ought to be possibly some part in the Indian Act which could be applied to those bands which are prepared to take on more of a municipal type of status.

So far as the act itself is concerned, I have heard many comments from leading Indians to this effect: That if we do come up with something they hope that it is something not as complicated as municipal acts because some of them have been very much disturbed when they attempt to read municipal acts. They say they would much rather have the Indian Act.

Now, I think I should also say that even with the act as it is now written, as most people here will appreciate, there is a section in the act which makes it possible to exempt Indian bands from the operation of any other sections in the act, with the exception of those that they like, alienation of Indian lands, of course. So that the means is already there but what we have not got is the thing to fill the vacuum that takes place once you take this action and this is what we must find. This is what we are seeking and we have to seek it with the Indians

themselves. These are the kinds of discussions we are trying to carry on with them now to see if we can find something that will fill this vacuum.

Mr. Côté: Mr. Chairman, may I just add one word, and that is to say that as regards the one area of privileges which the Indians have been bothered about, the question of liquor in particular—this has been expressed a good deal—practically all the provinces now, gradually, have extended to them the rights to purchase liquor off reserves. However, the Indian Act still does retain the right for purchase of liquor on reserves, and this is a matter of local municipal option facility which the Indians want retained in the Indian Act, otherwise they cannot do their optioning. So that sort of process, that particular discriminatory procedure has been, in fact, eliminated by the various provinces with the agreement of the Indian.

Mr. HOWARD: Mr. Chairman, I note it is a quarter of eleven and I have a number of other things that I would like to deal with, but I feel I have taken up a fair amount of time; Mr. Bell and I have. Perhaps I should hold back until—

The CHAIRMAN: Well, I have on the list Mr. Aiken, Mr. Baldwin and Mr. Orlikow, in that order, and Mr. Dinsdale.

Mr. AIKEN: Mr. Chairman, I have a question that will not take very long. I would like to introduce it by commenting that the time element is one of the things that keeps coming up this morning, the time element of getting legislation, of receiving recommendations, and of actually getting a bill before Parliament, or at least getting it passed. I want to refer to one matter on the Indian Claims Commission that concerns a number of bands very much, and I would like to ask what the general reaction of the Indian bands was as far as the department can determine it. This was the two-year limitation that was placed in the bill within which Indian bands could bring their claims against the commission. Now, we find that it takes five, eight and ten years for the procedures of government to become effective. A lot of them felt that two years is a very short period, and that in fact the Indian Claims Commission could be a detriment to the Indians rather than a benefit because it would have the effect of wiping out a lot of long lasting claims that have been there for a hundred years, and with perhaps a particular chief or particular band which was not just up on the bit at this particular time and maybe five years later another group would take over and find that their claims had expired. I would like to ask what the general reaction of the Indian bands was to this section and whether any real consideration has been given to changing that provision.

Mr. Côté: Mr. Chairman, I do not know whether the last part of the question can be answered as to what the consideration is being given to changing it, but Mr. Fairholm could give the information as to the first part: what was the general Indian reaction? I would ask Mr. Fairholm to comment.

Mr. C. I. FAIRHOLM (*Head, Secretariat, Indian Affairs Branch*): Mr. Chairman, there were a fair number of bands that did comment on the length of time in which they had to file a claim before the commission. The bill that did go out to them in 1963 or early 1964 provided a time limit of two years. As I recall, the representations were to cut it down to one year because some

thought it was too long, and I think there was only about one that I can recall that did that, to making the commission a permanent body which would last as long as there were claims to be filed; although I do seem to recall that the larger number probably fell in the five to ten year category as to the time limit. There was another bill introduced, I think it was at a three year level.

Mr. AIKEN: And following the introduction of the second bill with the three year level, was there any further comment on it that you can recall?

Mr. FAIRHOLM: As I recall, this went out to the bands in July of 1965, with the information that there was a joint committee of the Senate and the House of Commons that had been set up to deal with it and representations did not come back in any degree on the last bill from the Indians across the country.

Mr. AIKEN: Well, perhaps if we set up a subcommittee to deal with this we may hear some further reaction. That is all I wanted to raise, except to make the additional comment that I do feel that certainly not less than ten years ought to be the limitation.

So often in a band you will get a group of people who are running the show and perhaps they do let a matter like this expire, and then another group comes along and raises something that has been a complaint in the band for many years, and certainly I think even three years is too small a period. I would certainly think it would be unfair to cut it down that close, but that is just my own observation.

Mr. BALDWIN: Mr. Chairman, I assume that this is a general comment and a question under item 1. Now, I want to say that I am very concerned, and I know the department is, too, with the fact that many Indians are going to find it difficult to concur in almost any Indian claims legislation because they say it will not meet their grievances and I think the same will apply to proposed amendments to the Indian Act. There is a great feeling that there has been much bad faith. Now, I know this is a cliché; people make these comments from time to time, but I think we cannot forget this. I have special reference to the question of the breaches of these treaties. I have mentioned these before and I feel that this is the thing. The Indians of the north in particular have this feeling that they have been tricked. Now, anyone who looks at the treaties—and I hope, Mr. Chairman, that if the department has an opportunity they might make available to members this bound volume of the treaties with the discussions of the reports. They are very, very useful and give a fascinating history of this aspect of our international relations.

Mr. CÔTÉ: Mr. Chairman, we could make this available to the members of the committee, or get réprints.

Mr. BALDWIN: I think that would be an excellent idea. We have to remember that the land between the Great Lakes, the Rocky Mountains was in the opinion of the law officers of the crown and the government of that day in such a state that the title of the Indians had to be extinguished. I think this is made quite plain by the legislation, by the comments in the House of Commons at that time. When one comes to read the treaties and read the reports made by the commissioners who negotiated with them, the commissioners at that time

giving their views as to what promises they had to make, one reads into those treaties far more than the treaties themselves say. I will not go into that in detail; I will get an opportunity later on. But I notice for example in treaty No. 8, which covers the area of most of northern Alberta and part of northern Saskatchewan and the Northwest Territories, where Mr. J. A. McCrea, then the commissioner, said, "There yet remains a number of persons leading an Indian life in the country north of Lesser Slave Lake who have not accepted treaty as Indians or scrip as half-breeds but this is not so much through indisposition to do so because they live at points distant from those visited and they are not pressed by want. The Indians of all parts of the Territory who have not been paid annuity probably number about 500. But as most if not all of these numbers belong to bands that have already joined in the treaty, the Indian title to that tract it covers may be fairly regarded as being extinguished." Now this was obviously the intention of the treaty to extinguish the Indian title and I notice the Indians I have spoken to feel that the promises that were made, the right to hunt and trap in perpetuity, and certain promises with regard to maintaining medicine chests and with regard to agriculture assistance have not been carried out. You have to bear this in mind together with the belief that with most Indians their views as to title were completely different from those of the white people. The Indians believe the title was held in community, and that when they gave up their rights they were not giving them up in a restrictive basis; they simply thought they were giving to the white people the right to hunt and trap and make use of the land, but they still retained equal rights with respect to these lands.

Now, this is a feeling which is held and why the Indians today are so interested in community and co-operative enterprises. But the white man's law prevails and the white man thought he was given a right to the title of the land exclusive of Indian rights at all. I suggest until we satisfy the Indians on that basis, either through the type of legislation which is going to be included in the Indian Claims Commission or in the revision of the Indian Act itself, we are not going to have the co-operation of the Indian people in our efforts to bring them into integration, into co-operation with our own way of life.

I have a lot of other comments to make when we come to the different items, but I do want to make that point and to emphasize it because it flows from some 30 years knowledge of these people, negotiating with them, dealing for them and with them. This is a problem which departments of the government are going to have to face.

Mr. ORLIKOW: Mr. Chairman, there is not much time, I wonder whether Mr. Côté could tell the Committee what is the present status of the draft agreements which were prepared by the department, draft agreements on welfare, draft agreements on community development projects which were prepared by the department for submission to the provinces? Mr. Chairman, was it considered by the department that the two draft agreements were part of a package; that they wanted the provinces to agree to both at the same time or are they separate? Have the provinces signed any of these agreements, either the two together or separately? If so, has the department signed, on its part, any of the agreements? And along with that, Mr. Chairman, I would like to know were the

advisory committees consulted about these agreements and if so at what points were they consulted? Were they consulted before the agreements were finalized on the part of the department and submitted to the provinces? Were they consulted after the provinces signed them or indicated that they were not satisfied with them? It seems to me that a great deal has been said about these agreements and very little has been done. I am wondering whether the department has not in fact had second thoughts about the whole idea of agreements and really is it the department that is holding back.

Mr. CÔTÉ: Mr. Chairman, I do not think the department is holding back on these agreements and I do not think that we have any second thoughts about the extension of provincial services in welfare and community development to Indian communities. The status of these agreements is that they were sent to all the provinces, and at the moment the province of Ontario has signed both agreements and so has the federal government. The provisions of this treaty will be extended to the Indians on a band to band basis upon their indication of a willingness to accept these services. The consultation with the Indians took place before the agreements were sent to the provinces and they have had an opportunity to consider them and generally I think they accept this principle throughout. I think that answers the question.

Mr. ORLIKOW: Is Ontario the only province that has signed the agreement.

Mr. CÔTÉ: At the moment, the only province that has signed and concluded the agreement.

Mr. ORLIKOW: I understand, Mr. Chairman—

Mr. BATTLE: Alberta has signed the community development agreement but not the welfare agreement. The position that we have taken in this is that we want the provinces to sign both agreements because we see the extension of welfare services into a community and the extension of community development services into a community to be two things that should go on at the same time; one is interdependent with the other. In other words, the same agency that is providing community development services in a community should be providing welfare services.

Alberta has signed the community development agreement, the federal government has not signed this agreement. The federal government has gone back to Alberta and has said, "look at the welfare agreement again." Alberta's objection to the welfare agreement is based on the financial formula that is involved here. Alberta has been asked to suggest some other cost sharing arrangement for federal consideration and this has not yet come to our Minister. However, we are hopeful that several of the other provinces will be really seriously looking at the welfare agreements and we hope agree to sign them.

● (11.00 a.m.)

Mr. ORLIKOW: Can I take it then, Mr. Chairman, that the two really have to be signed together because it seems to me that this creates the difficulty in getting approval since fairly recently, the federal government—and I am not being critical; this is long overdue—increased the welfare rates payable to Indians to the same rate as the provinces pay. Well, now that the Indians can

get as much from the federal government they are not very excited about being transferred to provincial jurisdiction in this field.

Mr. CÔTÉ: It is not so much a question of transfer there, but of extension of provincial services. As they are the people usually on the ground and have the facilities, they can often do this in a more integrated and effective manner.

Mr. ORLIKOW: I am all for that, but it seems to me that if the department takes the view that both have to be signed together there may be considerable delay in getting approval either from the provinces or from the Indians concerned who are worried about the whittling away of their rights under treaties, and so on. They may not be happy with the kind of treatment that they get from the federal government, but at least they know where they stand. They are not so sure they know where they stand with the provinces.

Mr. CÔTÉ: We would not admit that they are not happy with the treatment they are getting from the federal governments, six.

The CHAIRMAN: This concludes our meeting this morning, gentlemen. At our next meeting we will ask the same gentlemen to reappear and Mr. Dinsdale will be the one to have the floor on that occasion.

Mr. DINSDALE: I am a newcomer so I have to get initiated.

The CHAIRMAN: The committee is adjourned.

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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

**Indian Affairs, Human Rights and
Citizenship and Immigration**

Chairman: Mr. MILTON L. KLEIN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

TUESDAY, JUNE 7, 1966

Respecting

Estimates (1966-67), Indian Affairs Branch of the Department of
Northern Affairs and National Resources

WITNESSES:

Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and
National Resources; *from the Indian Affairs Branch of the Depart-
ment:* Messrs. R. F. Battle, Assistant Deputy Minister; L. L. Brown,
Chief, Federal-Provincial Division; C. I. Fairholm, Head, Secretariat.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and Messrs.

Aiken,
Alkenbrack,
Badanai,
Baldwin,
Bell (*Carleton*),
Crossman,
Dinsdale,
Grafftey,

Howard,
Langlois (*Chicoutimi*),
Macaluso,
Moore (*Wetaskiwin*),
More (*Regina City*),
Munro,
Orange,
Orlikow,

Prud'homme,
Reid,
Skoreyko,
Tremblay,
Wahn,
Watson (*Châteauguay-
Huntingdon-Laprairie*),
—(24).

(Quorum 13)

Fernand Despatie,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, June 7, 1966.

(4)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 11:25 a.m. this day, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Aiken, Badanai, Baldwin, Bell (*Carleton*), Crossman, Dinsdale, Klein, Langlois (*Chicoutimi*), Moore (*Wetaskiwin*), Orlikow, Roxburgh, Skoreyko, Wahn, Watson (*Châteauguay-Huntingdon-Laprairie*)—(14).

In attendance: Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and National Resources; *from the Indian Affairs Branch of the Department:* Messrs. R. F. Battle, Assistant Deputy Minister; R. F. Davey, Director, Education Services; J. D'Astous, Director of Administration; L. L. Brown, Chief, Federal-Provincial Division; C. I. Fairholm, Head, Secretariat.

Also present: Mr. Stanley Haidasz, Parliamentary Secretary to the Minister of Northern Affairs and National Resources.

On motion of Mr. Crossman, seconded by Mr. Wahn,

Resolved,—That the Committee ask leave of the House to reduce its quorum from 13 to 10 members.

A document prepared by the Deputy Minister, outlining three different approaches pertaining to a tour of a number of Indian communities in Canada, was distributed to members of the Committee. The plan will be studied by the Subcommittee on Agenda and Procedure and a report will be made to the Committee.

Distribution of a series of the Indian Treaties was also made to members of the Committee.

The Committee resumed consideration of Item 30—Administration, Operation and Maintenance—of the Estimates (1966-67) of the Indian Affairs Branch of the Department of Northern Affairs and National Resources.

Mr. Côté was examined, assisted by Messrs. Battle, Brown and Fairholm.

At 1:00 p.m., on motion of Mr. Skoreyko, seconded by Mr. Langlois (*Chicoutimi*), the Committee adjourned to the call of the Chair.

Fernand Despatie,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, June 7, 1966.

● (11.25 a.m.)

The CHAIRMAN: Gentlemen, I see a quorum.

I think the first item of business should be to reduce the quorum to 10. Could I have a motion to that effect? Does it meet with the approval of the members?

Mr. CROSSMAN: I so move.

Mr. WAHN: I second the motion.

Motion agreed to.

The CHAIRMAN: I might say that you have all been given a copy of this proposed tour of the subcommittees, and the suggestion is that the steering committee study the proposal and after the steering committee has made its recommendations, it be brought back to the Committee. If that meets with your approval we will submit it to the steering committee.

Mr. BALDWIN: Might I make one suggestion, Mr. Chairman? I do not want to initiate a discussion, and I hope I am not doing so. The steering committee might give some consideration to one or two things, either having two subcommittees, having in mind the problems of the logistics involved, or else a very flexible subcommittee with the right given to the chairman, by agreement, to make certain substitutions and changes.

I can see a situation involved where, while we all have an interest in Indians and their problems from all over the country, it may not be feasible physically nor so desirable for somebody from the far east to have to be compelled to travel all the way across Canada to discuss these problems in British Columbia and the Northwest Territories. There is not the same urgency about it, and possibly, if this flexibility was left in the hands of the Chair, or of the chairman of the steering committee, to rearrange the constitution with the membership of the subcommittee which is travelling around, we might achieve some results.

I say this because in the joint committee we had one hundred witnesses and many of them Indians from all over Canada. There was expense involved in bringing them here—we must not forget that when we talk about expense. There were problems which arose as to who should be giving evidence, whether the Indians who came and gave evidence were Indians who represented the views of their own particular area. Justice, you might say, not only should be done, but should be seen to be done, and if we were available at different places so

that these people could provide us with their views, it might get around the problem which we faced in the last committee.

The CHAIRMAN: I think it is a very splendid suggestion and the steering committee will certainly take that matter into consideration.

Mr. BELL (*Carleton*): One matter, Mr. Chairman, in relation to the steering committee; I wonder if it could formally be done that Mr. Dinsdale could substitute for me in the steering committee. I should not say substitute, should replace me on the steering committee.

An hon. MEMBER: Pinch hit.

The CHAIRMAN: He is saying beyond that, are you not saying beyond pinch hit, are you not suggesting that he be permanently—

Mr. BELL (*Carleton*): Yes.

Mr. DINSDALE: I am permanently elevated.

Mr. BALDWIN: The usual arrangement as to pay and allowances.

The CHAIRMAN: Gentlemen, we will resume now, with your approval, the consideration of item 30. At the adjournment last hearing Mr. Dinsdale was to be the first member of the Committee to be heard.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, before Mr. Dinsdale begins, would it be possible for me to table for the Committee's information, some documents which were asked for, I think by Mr. Baldwin, at the last meeting, and that is a series of the treaties. I have copies here which could be tabled and distributed to the members. I would ask the Committee's indulgence to be excused, if I may, to attend the other committee as well. Mr. Battle will be here and if any specific questions are asked of me I would be accessible.

The CHAIRMAN: Have you these treaties available for distribution.

Mr. CÔTÉ: Yes, sir.

Mr. DINSDALE: Mr. Chairman, like Mr. Côté, I have been shuttling between two committees this morning which, unfortunately, are meeting simultaneously and both cover the one department; at least, the new department of northern development and Indian affairs. I hope that quite soon we might be able to bring these two committees together, because it is obvious that we are going to have a conflict of interest of this kind of increasing proportions as time goes on.

Now to get to the question at hand; I want to make just a brief statement and perhaps get the reaction of Mr. Battle, and the others who are here this morning. I think, in my contact with the reservations in my own riding, over the past 15 years or so, one of the problems in developing a meaningful policy for Indians has been the tendency on the part of governments—maybe this is not the right term—to engage in hucksterism. In other words, making grandiose pronouncements, and raising the level of expectation, and finally the end result has been somewhat short of the target or the goal that was indicated in the initial announcement. I could give one or two specific examples. In 1963, at the Indian Metis Conference in Winnipeg, which is a very significant annual

conference, it was intimated that we would have the revised Indian Act before Parliament by the end of that year. This is three years ago now, and in meeting regularly with the representatives of the band councils, particularly the elected representatives, they have gone through this experience of having heard "wolf" cried so much, that someone intimated the other day, they have tended to lose confidence, not only in governments, but those who are the elected representatives, the members of Parliament.

● (11.31 a.m.)

I am hoping that under the new set up—northern affairs and resources was always a good department—we will avoid this tendency of the past of raising the level of expectations by announcements that were more designed to make headlines than to deal with the specific problem at hand. The very fact that we are now going to be dealing with Indian affairs and Eskimo affairs under the same department, I think, will help to resolve this difficulty, because there has not been the same headline treatment with respect to Eskimo affairs largely because, I suppose, they lived in the more remote northern part of Canada and there have not been too many votes involved; as a matter of fact the Eskimo did not get the vote until 1962.

Now, having made that statement, I wonder if I can deal with one specific program that has been announced within recent times, with a considerable bit of drum beating, namely, the expanded program of housing for Indians. This was hailed in the House by all sides as meeting a critical emergency situation. So far as I can gather there have not been too many specifics available at the present time as to how the program is going to be administered. We had the annual meeting with our Indian people in southwestern Manitoba sponsored by the Canadian Council of Christians and Jews just a month ago, and no one seemed to be able to spell out the details of this program to the representatives from the Indian bands who were gathered there on that occasion.

The first question is: Is it going to affect exclusively housing on reservations, or will there be some aspects of the program that can be used to meet a problem that is growing increasingly critical as Indians move off the reservation, and that is, of course, obtaining suitable housing off the reservation in the communities where they are now gainfully employed in various occupations?

Mr. CÔTÉ: Mr. Chairman, I would have no comments to make on the first part of Mr. Dinsdale's statement about hucksterism; I do not know that this goes on. But with respect to the real problems affecting the Indians, it is a fact that over a period of years there have been insufficient people in the department and I think, insufficient money available to effect those changes in social conditions which are so important for the welfare of the Indian.

This Committee, I think, will recall that 20 years ago the Indian population seemed to be on the decline—a matter of about 120,000—but today the Indians in Canada total about 225,000. At the rate of increase it looks as though this population will double in another 20 years.

The department has not had, as I see it—and I am rather new to it—since January 1, the people and the funds to radically change the situation. It is a

tribute to successive ministers, I think, and officials, that in the last few years they have been able to persuade their own ministers and Parliament to increase the funds to a point where, today, the budget is closer to \$90 million than to \$50 million, which it was something like two years ago. It is on this basis that the government, following on the fairly continuous and intensive effort placed on increasing the educational opportunities for Indians, concluded one of the real problems are the social conditions of Indians on reserves and off reserves. Homes, which really are far too small; badly set out with none of the basic facilities which other Canadians enjoy. I think there is something of the order of eight or ten per cent of Indian homes which have lights and water and sewerage, while the Canadian average is closer to 87 to 95 per cent, in those areas. When you have a small house that may be 20 feet to 30 feet in dimension, and you have 15 people living there, as I have seen some, and doubtless a number of members have seen them, where they sleep on probably something like six or seven beds, you cannot expect the children to continue their studies beyond the primary level and to have any incentive to get that degree of schooling and education which is required to make them competitive in the present day society.

The government has decided to move ahead now in its policy of housing facilities on the reserves, such as wells, where it can be done, and piped water and sewerage and electricity, an intensified program which is hoped that in the next five years will give the Indians a far better housing and social accommodation set-up than it has existed in the past, this, to take into account, the family accretions every year.

Mr. ROXBURGH: Perhaps a point, if Mr. Dinsdale does not mind. What is an Indian? What is the percentage of Indian blood in the individual before he is recognized as an Indian? Is there any percentage, or if he has only five per cent Indian blood, is he still classified as an Indian as far as the government is concerned? A lot of the increase, as we know, is from marriages and so on with the whites. As far as the 100 per cent Indian is concerned, they are becoming fewer because of the infusion of more of the white man's blood. Where does the responsibility of the government cease? Have you any percentages that you go by?

Mr. CÔTÉ: It is not based on the percentage of blood; it is based on the registration and the desire of the Indians. There is mixed blood, it is quite true, but there is no status based on blood; it is a question of registration.

The question of housing that was raised by Mr. Dinsdale is: What is to be done for those who are off reserves? There will be opportunities for Indians off the reserves to acquire housing. It is a very complex field. We have had examples, for instance, in Saskatchewan where there were opportunities for Indians to be housed near a potash development, and the province, in that case, I think, built 20 houses. When the Indians came down to it they did not want to live immediately next to the potash exploitation; they wanted to live on reserves a matter of 30 miles away. Why? Well, because in this particular case, as far as I can see, they would find themselves having to take on more obligations from a mortgage viewpoint; whereas if they had houses built on the

reserves, there might not be those obligations. They want to feel a sense of security. It is a very complex problem.

Now, I would ask Mr. Battle to answer more specifically the question raised by Mr. Dinsdale as to how this can be achieved off the reserves as well as on the reserves.

Mr. R. F. BATTLE (*Assistant Deputy Minister, Indian Affairs Branch, Department of Northern Affairs and National Resources*): Mr. Chairman, I think I can say that what the pronouncement on housing did for the branch and for the Indians is that for the first time an attempt to establish a level of program for the next five years, assuming, of course, that the funds will be voted by Parliament as time progresses. The level at which we had been operating in the past was too low to keep up with new family formations; to correct some of the deplorable housing conditions that prevailed by replacing units that were not fit to live in, and so on. We just were not operating at a level sufficient to do this. So that that is the first thing that the pronouncement did. Now, what it also does is improve the standards that we will be able to apply in the communities. Previously we were building units that were substantially sub-standard in order to try to cope with the growing problem the best way we could. Now, the standard will be increased; the average standard will be increased across Canada. And, this will take into account the need to provide such facilities as electrification, and so on.

So far as the details are concerned, as they apply to each reserve, we feel it is fundamental and important that these be worked out with the Indian people themselves. In other words, we think it would be wrong to go into a community and say, "We are going to build so many houses in this community and we are going to build them in this way." We want to be flexible enough to work out with the Indian people themselves as to how those units will be provided. They will be provided in a variety of ways, depending on local circumstances.

So far as off-reserve housing is concerned, we are now trying to work with the people in the Veterans' Land Act or any other kind of agency—C.M.H.C.—to develop plans which would make it possible, in some way or other, where necessary, to subsidize housing for Indians who are trying to locate off reserves. We still have not worked out all the details, as these things also have to be discussed with the Indian Advisor Councils themselves, and with the National Indian Advisory Board, so that we can be sure that what we are trying to do is what the Indians themselves would like to see done. But, for this year, we see ourselves concentrating on the on-reserve situation expecting that by the end of the year we will have worked out policies that will apply for Indians trying to relocate off reserves.

Now, there is just one other thing that I would like to add, and that is that even now it is possible for us, where Indians are seeking to relocate from reserves to centres of employment in northern Canada, for example, and Thompson is a good example of this, under our relocation program to subsidize housing; we can assist Indians in making the down payment, in furnishing the home that they are going to move into and so on. So there is already a program available. But, it is available on a limited basis and that is to help Indians try to relocate from the reserve to centres of employment in northern Canada.

Mr. DINSDALE: Do I take it from Mr. Battle's statement that any action is going to await parliamentary approval for the program, or is the program proceeding?

Mr. BATTLE: The program is proceeding, Mr. Dinsdale, and what we require in terms of parliamentary approval, of course, is to maintain the level of the program over the next five years in the estimates.

Mr. DINSDALE: Funds in other words.

Mr. BATTLE: Yes.

Mr. DINSDALE: Now, Mr. Battle indicates that the Indians themselves will be involved in the decisions taken. How is the branch going about communicating with the councils to give them sufficient background information to make the decisions, to understand the program, to understand its purpose. Up until a month ago the local council had none of this information.

Mr. BATTLE: Well, most of our communication, Mr. Dinsdale, will be through our Indian Agency staff to the band councils. Most band councils have been involved in the past in establishing housing on the reserves. As a matter of fact, our policy has been for some time that houses will be allocated to individuals on the basis of priority lists prepared by the band councils, so that it is not entirely new to them. They have had considerable involvement already in this.

The level of the program, the standards that we are attempting to have established, the way in which the program can be financed, the way in which each housing unit can be financed, this kind of information will be passed to the band councils through our Indian superintendents. As a matter of fact, the level of our program already for this year has been established in excess of \$8 million, which compares to a program level of last year of approximately \$5 million. I might also add that last year our program level was \$3 million to begin with and as a result of supplementary estimates we were able to get another \$2 million for housing, so we increased from \$3 million to \$5 million and this year, on the basis of the estimates that are now before you, they will be increased to \$8 million for Canada as a whole. This includes housing only. It does not take into account the costs of rural electrification, roads, bridges, and this type of thing. But the communication will be through our superintendents to the band councils. I think, on the whole, most of this communication has already taken place.

Mr. DINSDALE: Well, I am very pleased to hear that because there was some uncertainty at this conference that we had in Brandon, and this has been one of the points of difficulty.

I take it then, that at the present stage it is merely a stepped up housing program. The ancillary facilities like water, sewer, power, and so forth, are not proceeding at the moment.

Mr. BATTLE: These are proceeding at the same time. As a matter of fact, what we have done is that we have prepared a number of community plans; I think upwards of around 40 community plans, for Indian communities across the country, and these take into account the need for electrification, sewer and

water, and so on. These will be attended to at the same time that housing units will be constructed. If there are no facilities available or if they cannot be made available, then all that can be done is, as I understand it, build a house in a way—make sure that it is wired—but build it in a way these services can be accommodated later.

Mr. DINSDALE: And, again, the band councils are involved in the community plan. How about the community planning officers; are they involved in an advisory capacity?

Mr. BATTLE: I am not sure that I know what you mean by the community planning officer—community development officer?

Mr. DINSDALE: The community development officer, yes.

Mr. BATTLE: They are involved as well. But, the plans, of course, are prepared, usually by consultants, because the branch itself is not equipped to do this. The community plans are prepared by consultants and discussed with the band council, and with the Indians. This is essential; as a matter of fact they must have some say in how they want to see their community look in the future so that they are involved in these discussions.

Mr. DINSDALE: Well, I hope this is so because I think it is going to be essential to any success. There was a new council elected at Oak River recently and I hope the transition in government does not mean that there is going to be an influx in anything that has taken place in regard to involving the elected representatives on the reservation.

Now, you referred to the Thompson program; that is limited to Thompson at the moment, so far as assisting the Indians to get suitable accommodation off the reserves is concerned?

Mr. BATTLE: It is not necessarily limited to Thompson—

Mr. DINSDALE: Is it available to other communities?

Mr. BATTLE: It is available to other communities. What we are limiting it to are communities such as—well a typical mining community, for example, that is being developed in northern locations and where there is no way of making housing available to Indians, no rental housing, and so on. This service is available to them as well as to the people at Thompson.

The reason that we have concentrated on Thompson is that there is more involved here than simply assisting Indians to get established in housing. There is the matter of conducting adult education courses on the reserves from which they are being relocated so that they will understand the kind of life that will face them in a new environment; there is the matter of working with them in a new environment, as well, so that they make the adjustment; so you have to have complementary services to housing, counselling services mainly. And, Thompson is a place where we have, in co-operation with the province, built up this kind of service.

Mr. DINSDALE: That program is available to other communities. If there were Indians, for example, moving to Winnipeg, moving to Portage la Prairie, moving to Brandon, this new program does provide additional assistance for

obtaining suitable housing for Indians who are making the transition. The problem I found in the past is that they cannot come under the terms of C.M.H.C. and they just have no means of getting into a housing unit of their own. In these communities rental is almost impossible for economic and other reasons.

Mr. BATTLE: For the time being the program, as it now functions, is being confined to those communities, those mining communities—mining communities are typical of the situation that we are running into—in northern Canada where there are no other facilities available to the Indian people. This program is not available to Indians who are trying to relocate in Winnipeg because in Winnipeg there is rental housing available. I realize there are problems here, of course, but nevertheless there is rental housing available and we are looking at this situation under our five year program, which I spoke about earlier, for off-reserve housing. This is the problem that we are looking at in an attempt to help these people, but the relocation program, as it is designed, has been confined in the past to these communities in northern Canada, mining communities.

Mr. DINSDALE: Well, I emphasize this point because if there is not a dual approach to the problem; increased assistance for housing on reservations is going to intensify the difficulty of segregation. If the situation on the reserve is comfortable in general terms, as Mr. Côté indicated a moment ago, the Indian naturally feels more at home on the reserve even though the economic picture is somewhat less attractive than off the reservation, but it is a psychological and a cultural situation. Now, if we do not approach it with a two-pronged attack we are going to be perpetuating this difficulty rather than resolving it. It seems to me that in the last 10 years the move to the cities, even a city like Brandon, a population of 31,000, has been increasing at rather remarkable rates. We have an active friendship centre, which is one of the busiest social centres in the community, and the problem that keeps coming to me is that these people cannot find adequate accommodation.

In talking the problem over with representatives of the band council, I had no answers; they had no answers. They were in the never-never world that has been the case in so many of these policy enunciations; they just do not know what is possible under this program. Now, how that difficulty of communication can be resolved I do not know.

Mr. BATTLE: One real problem that faces us with respect to providing housing assistance off reserves is what limit to establish for this kind of assistance; because there is the problem of building so much support for people who are relocating off the reserves that they become dependent upon this support, even more dependent than they may have been on the reserves, and this is the very hard question that faces us as we attempt to work out our program.

Mr. DINSDALE: Does the Eskimo housing program offer any solution? It was designed to be a massive solution to a very critical housing problem in the north, and I do not know whether you have any discussions between the two branches—

Mr. BATTLE: Yes, we have, very much; but as I understand it, the Eskimo housing program is designed more to meet a situation that exists where the Eskimos live.

Mr. DINSDALE: That is right.

Mr. BATTLE: As opposed to trying to provide accommodation for them in such cities as Montreal, Calgary, Vancouver and so on.

Mr. DINSDALE: But it is the same problem, providing accommodation where the Indians live in these cities.

Mr. BATTLE: Right.

Mr. DINSDALE: I understand the northern problem was similar in some respects, moving into these newly developed communities and living in shacks rather than in suitable accommodation; there are similarities in that respect.

Now, there is a particular problem in Manitoba at Churchill. Anybody who reads the *Taiga Times* will appreciate that their difficulties are perhaps more pronounced than in any other community, and it is confounded by the fact that you have an Eskimo community living side by side with an Indian community. The Eskimo community is rather nicely accommodated at the village of Akudlik, and the Indian situation is not quite on the same level. Will this program assist in resolving that difficulty that has existed for a number of years?

Mr. BATTLE: As a matter of fact this is something that needs to happen fairly soon. It has been a pretty glowing example of—

Mr. DINSDALE: Are you a reader of the *Taiga Times*?

Mr. BATTLE: Yes.

Mr. DINSDALE: Well, I do not have to enunciate the problems because they are brought very clearly forth in that excellent little publication.

● (12.00 noon)

Now, moving from housing, I think this is a very worth while program and I only hope that it does not deal with the static problem but it deals with the dynamic problem that has been created by the fairly rapid movement of Canadians of Indian ancestry into the urban communities, and a movement that is being promoted by our vocational training programs and all the other programs that are going on. It is a matter of co-ordination and moving in consort and harmony. If there is any detailed information, I am sure other members of the Committee as well as myself would like to have it because we are getting queries from our own band councils as to what is involved in this program. If there are any details it would be most helpful.

Mr. BATTLE: We can arrange, Mr. Dinsdale, for all members of the Committee to have detailed information on the housing program. It will, of course, outline in general terms the kinds of assistance that are being made available. But, it will still qualify this by saying that the program must remain flexible and must be worked out with the people themselves. I would be very happy to make this available.

Mr. DINSDALE: It would be appreciated, I am sure. However, with respect to education there was an excellent program organized last winter right across the country referred to as an upgrading program for adults as well as for others. Also, I think, it had a vocational emphasis to provide adult Indians with skills that would make them more readily employable. I have a parliamentary return on this subject. It is dated quite recently, May 30, and my reason for asking that question is that the program in my area did not get under way until March when the Indians were going out to work on the land and so forth, and I was wondering if this was the general pattern. I see in some instances it was, and in some instances, it was not.

Now, the program was announced last fall. There was great enthusiasm at the Oak River reserve and 25 students were signed on; it did not get under way until March. Is this a problem of getting suitable teachers, or what is the difficulty?

Mr. BATTLE: I understand that in this local situation at Oak River arrangements were being made with the community programs branch of the department of education for the province to provide the service to the Indian people, and the department of education asked that the Indians come to a course that was being conducted some 25 or 30 miles distant—I think it is Brandon—I am not really sure of this. The Indians did not want to do this. Just what the reasons were for not providing a course locally at that time I do not know, but as I understand it, it did eventually get under way, but, unfortunately, the word that we have had on it recently is that interest has dropped off and enrolment has fallen down—

Mr. DINSDALE: Obviously, they are working on the farms. The program will not work unless it operates in the wintertime. This is the point that I am interested in.

Mr. BATTLE: It is a good point, and I do not know the reasons for not undertaking it at that time.

What we are attempting to do, of course, is to try to have the provinces provide these services wherever possible. It is extremely difficult, and, I think, over the long term, wrong for the branch to attempt to provide all services of this nature to the Indian people. I think this will lead us in the direction that we ought not really to be going and that wherever possible we ought to contract for these services with agencies that provide to non-Indians, and this is what we are trying to do.

Mr. DINSDALE: Now, I do not want to monopolize all the time, but there is one more question: The problem of policing on reserves, which is an old perennial. Is there any program contemplated to have residents of the reservation themselves trained by the R.C.M.P., acquiring the proper skills, given the necessary facilities to work with, by way of transportation, and telephone, and so forth, and established as, what they are called in the north, auxiliary constables.

At the moment, in the reserves with which I am familiar, the policing is provided by R.C.M.P. patrol cars who come from without, and it is pretty difficult to establish respect for law and order under those circumstances. Or,

where the local constables are appointed, they merely said, "You are the policeman, go ahead," and he has difficulty in establishing the necessary prestige which is required for any work involving the maintenance of law and order. Is any plan to resolve this difficulty?

Mr. BATTLE: We do not have any general program under which the Indians on reserves are trained in law enforcement and employed in law enforcement although we have had some. We do not have a general program that applies right across the country, but we had done some experimenting in a number of locations.

If this would be satisfactory to you, I would like Mr. Fairholm to speak about it, because he has had some recent experience in it, particularly, with the Caughnawaga people, and he can give you a better idea of what facilities do exist at the present time across the country.

Mr. C. I. FAIRHOLM (*Head of Secretariat, Indian Affairs, Department of Northern Affairs and National Resources*): This question came up at a previous meeting. I think Mr. Nasserden raised it. At that particular time I did mention that were a number of reserves in Canada where supernumerary special constables have been appointed under the Royal Canadian Mounted Police Act primarily to deal with infractions of the liquor provisions of the Indian Act and possibly band bylaws.

I think one of the real problems here is the question of training and supervision of band constables, or constables that are working on the local reserves. At the present time there are something like 40 reserves in Canada and I see from a note that was prepared some time ago, there are something like 11 in Manitoba, where there are these Indian constables. I am not too sure, right at the moment, how effective they can be without adequate training. This is the real problem of getting them into a training school, a police training school, and training them in law enforcement work. At present they get a certain amount of guidance from the R.C.M.P. where they do act. But, because of their location, quite often because they are only acting on a part time basis, it is not always the most effective. We have had some recent discussions at Caughnawaga, for example, trying to work out a system—this is quite a large community—where they could have local police which would have sufficient authority to not only act in dealing with infractions of federal statutes, but also have some responsibility for enforcing the Criminal Code. We do, of course, come into problems of divided jurisdiction here where enforcement of the Criminal Code is a provincial responsibility, and, on the other hand, the federal statute is one for the federal authorities to enforce.

Training is a real problem. There is no real training program yet. In the one case we have asked if the R.C.M.P., or if a province would accept these constables for training purposes. There is one place in Ontario, where two constables, I believe, will be going to a training school to get some of the basic training that is so necessary.

Mr. DINSDALE: Again, I mention this problem because it comes forward in the annual resolutions from these conferences that are held in Manitoba, and it never seems to be acted on. You put your finger on the problem; it is quite

useless just designating a man a special constable, particularly if he is a local resident. He has no prestige, no influence. He sometimes gets involved himself in the Saturday evening celebrations. That is when they call upon the local M.P. to come and straighten things out. But I do not think the problem will be dealt with, as these resolutions have maintained for the past several years, until the special constables or the auxiliary constables have the necessary training. I think in particular, while they should be Canadians of Indian ancestry, they should come from another reservation where they have not so many sisters, cousins and aunts. Otherwise, you have no possibility of maintaining law and order at all.

I merely re-enforce again the very strong recommendations that have come forward for many years to deal with this problem which is a basic problem. If we are going to get a sense of community responsibility on the reservations we have to have some respect for the police and some respect for law and order. Incidentally, I know local R.C.M.P. establishments are quite happy to move into reservations and provide lectures and to contact the residents of the reserves to give them a different picture of law maintenance than the man who cruises through with a patrol car, sirens blaring and taking people off to court and putting them away in the jail for 30 days for being drunk, and this sort of thing. It is not coping with the problem at all.

Mr. FAIRHOLM: I know in some instances the local officer in charge of the detachment has gone to the band council and explained his functions, and, I think as a result, there has been a far better appreciation of their role as well as the role expected of the council and of the people on the reserve. This has happened in a few instances I know about.

Mr. DINSDALE: If this could be worked out as a co-ordinated program I am sure it would be the beginning of a better method of policing for the reserves.

Mr. FAIRHOLM: I should mention one problem here, and that is the small community where it is so small in terms of numbers that it is pretty hard to justify a person on a full time basis for police work. We have not yet really found a solution for those kinds of communities where there may be 25 or 30 families on a particular reserve. There is that kind of law enforcement problem there, to have one full-time person. The usual practice is that the R.C.M.P. detachment provides such services as are required. We have not yet found a dividing line between the kind that requires full time and just the part time—

Mr. DINSDALE: I think you could easily find a numerical dividing line. A reserve of 600 or 700 people, I think, requires full time attention even as a small village of 300 or 400 people usually has its own town council.

Mr. FAIRHOLM: Yes; that is true. The trouble is that there are fewer than 50 Indian communities that would have that kind of population. There are probably anywhere from 300 to 400 communities where the total population is something under 200 men, women and children. This is pretty well the size. I think there are over 50 communities where there are fewer than 30 or 40, actually on the reserves or in the bands—

Mr. DINSDALE: If you get the program going on the big reserves the smaller ones will look after themselves, I am sure.

Mr. BALDWIN: I would like to take up this question which Mr. Dinsdale has developed and reduce it to specifics in some instances. One or two other things flow from it. I think it is an excellent program as far as it has gone. The question now is after hearing some of the details, should this Committee try and persuade the department to raise its rights, go a little faster, a little further in a shorter time.

Now, the program envisages 6,000 houses, as I understand it, which meet existing requirements, and 6,000 houses spread over a period of five years to meet future family formations. Mr. Chairman, are these 12,000 houses all on-reserve houses? Is this an on-reserve housing program or does this contemplate some construction off the reserves?

Mr. BATTLE: We contemplate some construction off the reserves.

Mr. BALDWIN: Off the reserves. Take the 6,000 houses presently needed, and I am sure that Mr. Battle will agree with me that that is a very, very low figure, if you were to judge even substandard housing which is being utilized for non-Indian people, of that 6,000 houses how many will be, in the opinion of the department, houses which will be fully modern? What percentage of the 6,000 would be fully modern? Has your planning gone that far yet?

Mr. BATTLE: I would hesitate, Mr. Baldwin, to pin myself down to percentages here.

Mr. BALDWIN: That is all right; I did not want you to. I was just leading up to that. If the planning has not yet progressed to a stage where you can say a certain number of these houses will be modern, a certain number will be semi-modern, then I will not ask you that. I rather judge from the press release that your planning has not yet gone that far.

Mr. BATTLE: I will say this, Mr. Baldwin. Most of these houses will be wired. The only places where they will not be wired is where there is just no hope of providing any kind of electricity in the foreseeable future. So that I would say that if I wanted to take a guess, about 95 per cent of them would be wired.

In those communities, based on community planning, where sewerage and water facilities are being made available, of course, all the houses will be built to accommodate these services; a rough guess would be 50 per cent.

Mr. BALDWIN: How many houses would still be left? Have you done any study of this or do you have any estimates or "guesstimates" of how many houses would still be left on the reserves which could, even if by some stroke of magic these 6,000 were built and ready and occupied, how many houses would still be left which would be, by modern standards, considered to be very definitely substandard?

In asking these questions I am on the side of the department, Mr. Battle, to see what we can do to—

Mr. BATTLE: Incidentally, I think we might be much more helpful, Mr. Baldwin, if we would include this in the information we are to get for you. I think we would be closer to accuracy.

Mr. BALDWIN: And in doing so would you give some indication of what percentage of the 6,000 would be on the reserves and what percentage would be off the reserves?

Dealing with those first; I would hope, having in mind the trend and the pattern of economic development—I am thinking of what Mr. Dinsdale said about Manitoba—I know about my own province, northern Alberta, and I have some idea about Saskatchewan—that (a) the department will not consider, unless it is absolutely essential, when building off reserve, to build houses where Indians are all together. In other words, I hope we get away from this situation where you are going to have a cluster of Indian houses and Indian people living together. I think they should give far more definite consideration to moving these houses so that the people are moved in the mainstream of social and economic life.

The same thought applies to the houses on the reserve though that is a different situation. This brings me to the question of the labour on these houses, and, that of course deals with what Mr. Dinsdale also mentioned, namely, the vocational training. Now, we have, as you know, this vocational training school which was built in Grouard where a number of Indians from northern Alberta together with non-Indians, Métis and white children are attending. But, one of the problems they found there—and I mentioned this in the House as well as in letters to the Minister—is that there is a definite vocabulary lack, a lack of education, so that the grade nine standard, usually required for vocational training, is not available for many of the Indian children going there, and consequently, it is difficult for them to absorb the full value of the vocational training which otherwise they would. This, then, involves the establishment of what is known as satellite schools in the areas which are, you might say, tributary to the vocational training schools.

I know this is not your problem, this is the problem of the Department of Labour and the department of education in the provinces. I would hope your department, Mr. Battle, in conjunction with these other departments, would work very closely in liaison with the provincial departments of education, where you have a vocational training school, so that you can feed into that vocational training school children who are fully capable of taking the utmost advantage of its facilities and will have the education to do so. I think this has been one of the drawbacks. I am thinking, of course, in terms that in a few years many of the artisans working on these houses will be, of course, Indian people who have been trained, knowledgeable, and able to participate in the economic benefits. I mention that; I am not going to ask any questions on it. Possibly when looking it up with Mr. Davey you might be able to find out how many Indian children are now taking advantage of vocational training school benefits in different provinces—the total numbers of them.

This brings me to the final point in connection with houses. Are you making arrangements to discuss with people in the provincial governments, and others, the places where these houses are going to be built so that if you are building houses which are permanent—once you build a house with water, sewerage and electricity it is likely to be permanent—you do not want a situation where people are going to move in for a year and then because the

economic trend has moved away from this area find these people compelled to move. Are you entering into discussions with all these people who must be concerned in the locus of the establishment of communities of this kind, where houses are being built for Indians, so that we will not find that the money spent is being thrown away?

Mr. BATTLE: On the last question, first; if I may, Mr. Baldwin, I assume that you are primarily interested in housing off reserves.

Mr. BALDWIN: I will give you a specific example. I am thinking of High Level and Hay Lakes. You know this big enormous new gas and oil field at Rainbow Lake has developed there. High Level has developed into a fair sized community. There are two or three sawmills and it is a crossroads. It is probably going to be a town of 2,000 or 3,000 people before too long. In other words, are you going to build houses for the Indians in the reserve at Hay Lakes, or are you going to arrange, where it is possible, for them to move into places like High Level—just as an illustration.

Mr. BATTLE: We are working very closely with the province on this mainly through their community development services but also with the other departments, the Department of Industry primarily. So far as High Level and Hay Lakes are concerned, we have been very much worried about the pace of our housing program in Hay Lakes near the Assumption residential school. Our concern arises from the very thing that you mentioned and that is tying the Indians to the community when there may be economic opportunity elsewhere. We are in close consultation with the province, and what we will make sure of here is that we do not build any more houses in that area than are really needed, and that we will divert some of this to other communities that are being developed, including High Level, incidentally, which is the place where we ought to be building some houses. So we are working closely with the provinces on this. We are sensitive to the problem.

So far as clustering is concerned, if I may comment on your observation about clustering, we agree with you completely, of course, but we do run into some problem situations that I am sure you are aware of and I think Hay River is a good example of this, where we very carefully tried to encourage the Indians to move from the area in which they were accustomed to living to the new townsite and become integrated within the townsite. They, despite a great deal of consultation, educational work, counselling, and so on, still insisted that they wanted to stay together in the old community. But, we are trying here to at least make some progress in this direction by encouraging some of the younger people to move into the new community at Hay River and some of them have indicated the willingness to do so. So it takes time to work all of these things out.

Mr. BALDWIN: Well, this brings up another question about the housing, the 6,000 houses for newly formed families spread over five years; that is pretty low, is it not, having in mind the likelihood of the number of new families that will be formed and will not have the ability to secure housing accommodation. This averages only 1,200 a year which is a pretty low figure, is it not?

Mr. BATTLE: Well, we will actually be building more than that, you will appreciate.

Mr. BALDWIN: Oh, I thought there were 6,000 for existing needs and 6,000 for newly forming families spread over five years.

Mr. BATTLE: That is right. So that our pace is really 12,000 over five years.

Mr. BALDWIN: So it will be 12,000 spread over five years.

Mr. BATTLE: It will be 12,000 over five years, Mr. Baldwin.

So that what we are doing is that we are replacing very poor housing as we go along and at the same time accommodating new family formations. These things will go on together. But, the number of units constructed each year will accelerate over the years as we get ourselves geared to this production and, eventually, at the end of the five-year period better than 12,000 units will have been constructed.

Mr. BALDWIN: One more question on housing before I leave it. Have you discussed with the Central Mortgage and Housing Corporation people the prospect of some amendment to their legislation, not only with regard to off-reserve housing, but on-reserve housing. On-reserve housing, as you know—you met with the problem—Mr. Dinsdale said you have no title in the name of the Indians; they only have their certificate of occupation. They do not have fee simple and, of course, they cannot give a mortgage. This applies then as a brake to them in their opportunities to obtain credit, not only with regard to housing, but farm credit loans, farm loan improvements, and so on. Have the Central Mortgage and Housing Corporation people considered with you the possibility of something as a substitute for that so that the Indians will be placed in the same position as other people, having in mind that the Indians have not had the opportunity, not owning land, of being able to apply for and obtain the same amount of credit that other people do?

Mr. BATTLE: Yes; Mr. Baldwin, we have discussions going on with C.M.H.C. As a matter of fact, there is a sort of standing committee that meets regularly in attempting to find out how C.M.H.C. can better service Indian reserves and Indians moving off reserves. So far we have not found a solution to the problem created by section 88 of the Indian Act. We expect that—well, so far, the only solution that we can conceive is one under which the Minister guarantees.

Mr. BALDWIN: Yes, but have you considered the question, that as title is in the name of the crown, I assume, then the crown could, in substitution for the individual landowner, be in a position to give that guarantee and be security for the payment of the amount?

Mr. BATTLE: This is the approach that we expect to follow.

Mr. BALDWIN: Thank you. That is all I wanted. I just wanted to deal with the same question Mr. Dinsdale brought up about the housing.

Mr. SKOREYKO: Well, Mr. Chairman, most of the questions that I had in mind have been asked and thoroughly answered.

One question did arise, and that is when Mr. Battle made reference to substandard homes. It bothers me some because I cannot understand how the department could find themselves in a position where they would allow substandard homes to be built. Maybe is it because I do not understand what

you mean precisely by substandard. I would like to know what you mean by substandard and does it only mean that they lack water facilities, and this sort of thing, but in fact they are permanent homes, or are they built on skids or basementless homes. That I would like to have answered.

The question of improved construction in the future has been answered, Mr. Battle. I agree that homes that are built with the assistance of the government should be of the highest quality. Maybe I will get you to answer that first before I go into the question of policing, if you will.

● (12.30 p.m.)

Mr. BATTLE: I think I mentioned earlier that the level at which we have been able to finance new home construction on reserves has been comparatively low. This program is comparatively recent; it began just shortly after the war. It started out with a few hundred thousands of dollars and it eventually attained the level of about \$2 million, \$2½ million, two or three years ago.

Now, at most, what we have been able to do here is get some kind of a roof over the heads of people who have been living in tents. We have tried to get as many people out of tents as possible, this is essentially what has happened, with the limited funds available to us. The only place where any great progress has been made in this regard is on reserves fortunate enough to have substantial band funds. So this really explains how the houses got there. Some of them were built by the Indian people themselves with logs, which they got out of the bush. We supplied the finishing materials, shingles, roofing, and so on, and they constructed the houses themselves. And very often they were simply one-room shacks. Some of them progressed from the one-room; this is a cultural thing, you understand. This progression must take place over a period of time. It just cannot happen overnight. Some of them move from a one-room shack to a three-room house; still substandard when you apply standards that prevail under the National Housing Act, but still far better than what they had been accustomed to living in. All the time that they are going through this period of social and cultural change and trying to get accustomed to this kind of living. So this explains how they got there. It is primarily related to a question of culture and questions of lack of sufficient funds to provide better housing.

Mr. SKOREYKO: Mr. Battle, then how many homes are there presently on reserves in Canada that you consider inadequate for services, such as water, wiring, and this sort of thing. In other words, before you get your 12,000 home program under way, how many of these homes that have been built within the last five years, let us say, are going to be written off and demolished because of their substandard construction?

Mr. BATTLE: We can deal with this on the basis of the information we have here. If not, I would suggest that it be included in the report that we are going to put in on it. I do not have it here now.

Mr. SKOREYKO: Then, if you wish I will proceed with this other question. I feel strongly that—and Mr. Dinsdale dealt quite thoroughly with the question of policing on reserves—the department should take the initiative either with the Department of Justice, or whoever the parties are that are concerned, to set up

something much like the RCMP training school in Regina. Is it not possible to set up a federal training school—a central training school—somewhere in central Canada where Indians from reservations can be recruited to attend this school for a given period of time so that they could become competent in the art of policing, and then, if you are concerned about familiarity with people from the bands from which they come, you can transfer them to various bands across the country.

What concerns me—and I do not happen to have any Indian reservations within my constituency because it is entirely urban—with the limited knowledge that I have of Indian reservations is—and I speak of one specifically west of Edmonton—that the RCMP with a detachment some 20 miles away, do not have a routine or a course to follow. They will be patrolling a highway on a given Sunday afternoon and then all of sudden decide that they had better whip into the Indian reservation and have a look, which gives these people on the reservation a feeling of being spied upon. There is not a regular patrol on the reservation; the RCMP come and go as they please. I am not saying that it gives the Indian an opportunity to transgress the law when he knows that the vehicle is driven away from the reservation. I live in a city and I know that we are policed by a given number of policemen, and I think again this would give the Indians some pride in knowing that they have a permanent force on the reservation.

One of these people of their own kind could be trained in this central policing school. They would be the main police force for the reservation and have continuing contact with the RCMP. In case difficulties develop where the RCMP was required to enforce certain laws they could be called upon. But, I think that would add prestige to a reservation and I would hope that the department would take it upon themselves to discuss this matter at least with the Department of Justice in Ottawa to see what can be done.

Mr. CÔTÉ: Mr. Chairman, that particular suggestion made by Mr. Skoreyko has been looked at on an ad hoc basis but has not been pursued as far as it should have been. I think that one should consider part of the past history, namely, for example, in Alberta the RCMP enforce the provincial laws throughout the province and also the federal laws, and take into account the question of patrolling the reserves. Some reserves could support a constable where they are sufficiently numerous, others would have to be done pretty well on a voluntary basis—a special constable. I think the suggestion made is a very useful one and we will take it on from here and examine it very thoroughly to see whether something of this order could not be done because it would open up opportunities for Indians to become, not only constables within reserves, but also to make a career of policing in other areas.

Mr. SKOREYKO: Thank you very much.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I will ask a supplementary question first on this question of policing.

Mr. Fairholm, would you not agree that before we can get really anywhere on this question of appointing local police forces on reserves we are going to have to amend the Indian Act to simply make this more easily possible. It seems

to me that we just cannot set up a municipal force on the reserve right now, and, therefore, the answer simply is to amend the act and then we will be able to do it quite simply.

Mr. FAIRHOLM: I think during the past year, in particular, we have made some gains within the present act, which we did not think before could be made, in establishing a band police force. Advances have been made at Walpole Island where there is an increasing measure of local self-government. Also, I thought we were right at the point of making a step forward at Caughnawaga in consultation with the band council and with the provincial department of justice as well as with the RCMP and our own Department of Justice, with adequate training and supervision and that sort of thing being involved.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): These people in Caughnawaga nevertheless will be special RCMP constables.

Mr. FAIRHOLM: Well, I think they will probably be band constables in the scheme that we are attempting to work out, and I think it is pretty well on the point of being worked out. There are some details yet to be straightened out but there were a number of meetings with the provincial justice department and the RCMP and our own justice department on this in the past few months.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): So you think now that under a new interpretation of the existing act, you are going to be able to appoint local constables who will be able to fulfil—if they have the consent of provincial authorities—even certain provincial policing functions.

Mr. FAIRHOLM: You put your finger right on the point, with the consent of the provincial authorities. This is the thing that we have been working out with the provinces, to get recognition that these constables can act in Criminal Code matters. This is really what it comes down to.

Mr. CÔTÉ: It depends also very much on the attitude of the bands themselves, whether they want to have the constables, or whether they would want them as special RCMP constables. Some bands have got constables, and this requires a payment out of band funds and the like. This is the basis for self-government, naturally, and we are anxious to develop this. I think that there is enough scope within the Indian Act to make considerable progress along the lines suggested. There might be a need for something later on—an amendment in that regard.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I must say that I support Mr. Skoreyko's suggestion for a school whole heartedly, or at least—using RCMP facilities—I think this should be pursued.

On the question of housing, the Chibougamau area is a good example of the type of problem Mr. Dinsdale pursued and expanded on. I would like to know whether or not you people are now prepared at Dore Lake to encourage housing there rather than to encourage it at Mistassini where there is no mining work available. Has the department yet decided on any policy for Chibougamau and Dore Lake and Mistassini? For the benefit of other members Mistassini is a reserve about 60 or 70 miles above Chibougamau, and Dore Lake is a small shack town about six miles from Chibougamau, which is a town of about 10,000, and it is a town whose whole livelihood is mining at the moment. It is an

expanding town; there are more opportunities for employment opening up all the time for Indians. It does not seem to make sense to me that we should be encouraging housing at Mistassini when there is already a small settlement near Chibougamau and when the employment opportunities are only going to be available in the foreseeable future around Chibougamau and not in Mistassini. Is there a policy decision, or has there been a decision on that yet?

Mr. BATTLE: Well, first of all, the housing at Mistassini, of course, as you know, is housing for Indians who have not been out of the bush for very long and have been accustomed to living in tents, so that it is an attempt to bring together Indians in a community so that they can learn and experience what it is like to live in a fairly well organized community where they can get educational facilities and so on.

We recognize that the economic base at Mistassini will only support a limited number of people in the traditional pursuits of Indians. Our policy is to—and this is part of the five-year program which the Minister announced—provide for housing off reserves. We have not yet worked out with the C.M.H.C., and incidentally the Veterans' Land Act, which we are also working with, the procedures that will apply so that we can make this program effective, but our policy is—this is the direction in which we are heading—to provide assistance to people so they can locate in places like Chibougamau, Chapais and so on.

Our procedures are not ironed out yet, as I said earlier. We hope to have this done before the year is out, and then I think the program for this area can become really effective. For the moment, of course, as I also mentioned earlier, we can relocate some of these people under our relocation program which makes it possible for us to assist with the down payment and also with the furnishing of houses. This is available to them if there are specific cases that can be worked out for that community. But I suggest there will not really be any gigantic step forward here until we have our off reserve housing program and procedures worked out towards the end of this year.

Mr. CÔTÉ: And it is not only, if I may add, Mr. Chairman, a question of working out procedures, it is also a question of the acceptance by the communities of Indians coming to live there. And this is a question where people in the municipalities have got to accept the Indians coming in. It can be worked out, and is being worked out, very happily in the province of Quebec with the officials there in the northern area, and, in particular, the mining areas where the provincial government has been most co-operative in arranging this. We have, for example, Sept Îles, where the municipality there and the provincial authorities are working very closely to make a development—this happens to be on reserve in the community—which will integrate very well with the city of Sept Îles. This is very helpful. At Schefferville we are working with the province to see if something can be arranged there, and the like will occur with regard to Chibougamau. But, as Mr. Battle pointed out, this depends on the readiness of the Indians to move in that direction and the acceptability of Indians in good housing in a well organized municipal area.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Chibougamau is just a typical example of what the department has not done in the last six years

where it perhaps should have entered into the picture. There has been a citizens' council in Chibougamau since 1960 interested in bringing these people from Mistassini down to work. They were completely ignored by the ministry of Indian affairs until about two or three years ago; then there was an attempt made by the council to persuade the department to encourage more Indians to move to this place called Dore Lake, and there was an attempt made to encourage the department to put in some of the minimum community facilities at Dore Lake and yet to date nothing really has been done at Dore Lake.

Here we have an example of a group of Indians who really wanted to move close to the mining work and yet they have not been encouraged by the department. We have a move from Mistassini down to Dore Lake and yet what was happening up until about two or three years ago was that the Indian agent for the area was trying to persuade the Dore Lake people to move back to Mistassini. He was refusing them even the basic welfare payments. He was trying to use this as a pressure to push them back up north. I realize that this is not a criticism of you people—I know you realize this because we talked about it in private before—but it seems to me that there still is not enough being done in that area. We have a group of local citizens who are anxious to co-operate with the department, who I am sure would help with adult education. The mining people are anxious to bring the Indians down, yet it seems to me that things are still not moving rapidly enough in that area.

Mr. CÔTÉ: It is also going to require, Mr. Chairman, some manpower and dedicated people working in the department to achieve this. Not only the local people, but the departmental officials, and I hope with our recruitment that we will be able to get the people to achieve results because you cannot achieve results unless you have people working on it, people who have an understanding of the Indians, what the Indians want, and what the local community is prepared to do. We are very anxious to move in that direction as fast as we possibly can.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Now, a further question: Do you have anyone in the department who is spending most of his time, or his full time, just simply going over this situation, Indian community by Indian community in Canada, determining the employment possibilities within a radius of, let us say 50 miles or 100 miles, and making plans or making an analysis in each case of exactly what the department should do about their housing? Would it be wiser in one place to encourage housing near the source of work or would it be wiser to encourage housing on the reserve? Is there actually anyone in the department doing this on a systematic basis?

Mr. BATTLE: Most of this kind of planning takes place at the regional level, of course, of our organization and at the superintendent agency level of our organization. We have in Ottawa a resources and industrial development division whose prime responsibility is to outline the general policy in these fields. But the actual carrying out of the policy, the implementing of the policy, takes place at the regional level, and the people at the regional level are in consultation with the provincial people. They recognize that, for example, when a new Indian community is being established there has to be consultation with the provincial people to determine what the economic pros-

pects in that area are so that we will not be building houses that will be abandoned in a short period of time. This kind of planning goes on. If you were to ask me if there is one person at headquarters who is doing nothing else but this, my answer is no. It is a task that is shared by people at headquarters and people in the regional offices; but the main responsibility rests with the people in the regional offices, our developmental people, economic developmental people, community developmental people and the administrative people.

The CHAIRMAN: Are you finished, Mr. Watson?

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): No; I have a question about the welfare arrangement in Ontario. Is it correct that you people have made an agreement with Ontario in which Ontario will administer the welfare program, and the welfare program administered by Ontario will be connected or linked with the community development program, and in many instances you will have the same person involved in both welfare and community development on reserves? Is this correct or not?

Mr. BATTLE: It does not necessarily mean that the same person will be doing welfare and community development work. We expect these will be different people, but we do like to see the province carry on both programs in a community. Now, this does not mean that in Ontario, Ontario welfare services will not be extended to a community that is not receiving community development services, because Ontario is already extending welfare services to a number of Indian communities. We expect this program to go on, and they will extend services wherever Indian people are prepared to receive these services. At the same time, wherever the Indian people are prepared to receive Ontario community development services, this will be worked out as well. Ideally, the province will handle both services in a given community provided this meets the wishes of the Indian people. But, it does not mean that the same individuals will be carrying out both programs.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Well, have any precautions been taken to make sure that this does not happen, because as far as I am concerned I think it would be a very serious mistake if you had a community development officer doling out welfare. It just does not make sense to me. If this is going to happen I think you should re-examine the agreement with Ontario to make sure that there is some provision to prevent this from happening because I think it is going to defeat the whole object of your community development program if you—

Mr. BATTLE: Well, we certainly would not expect to see a community development officer administering welfare assistance as well. We do not operate this way in the branch, so that it is really our responsibility to see that Ontario does not operate this way.

The CHAIRMAN: Mr. Brown, do you have a comment to make?

Mr. L. L. BROWN (*Chief, Federal-Provincial Division, Indian Affairs Branch, Department of Northern Affairs and National Resources*): Well, there is perhaps one, Mr. Chairman. I cannot actually say exactly what Ontario is going to do, but as Mr. Battle said, they have been providing welfare services, or at least some part of welfare services already to reserves, particularly in the

relief aspect of it, and this is being done in nearly all the bands that are connected with it by Indians of the bands. In other words, the Ontario officials are not on the reserves at all; there is a welfare administration appointed by the bands who works with the province, and the actual dollars are handed out by the band welfare administrator, and all the band does is make a return to the province and get reimbursed for it. So there is actually an Indian involvement in the relief aspect of welfare services proper and, children's aid, and counseling, and this sort of thing are done by provincial people. I am quite sure that this is the way Ontario will be expanding the service. There will be an involvement of the Indians themselves in the actual assistance aspect of welfare.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Well, I hope that it will be possible for you to make it clear to Ontario that you people are opposed to this system whereby a community development officer would be doling out welfare. I am quite confident this would not happen in very many instances but, it could conceivably happen in some, and I think the department should make this very clear to Ontario that they do not favour that type of a set-up.

Mr. LANGLOIS (*Chicoutimi*): If you do not mind, Mr. Chairman, I would like to go back to housing. With respect to on-reserve housing, I presume, all the houses are not similar in your plans; there are small ones, big ones, and all that. Are there many types of different plans?

Mr. BATTLE: There are a variety of plans that the department has available. At the same time plans are often worked out with the Indian people themselves because some of them come forward and say we want this kind of plan, so we do not lay down hard and fast rules here. They must provide for certain built in standards. We have ourselves a list of a number of plans, I do not know how many there are, which are available to the Indian people.

Mr. LANGLOIS (*Chicoutimi*): Could those plans be provided to the members of the Committee; I mean a series of plans that we could have a look at.

Mr. CÔTÉ: We would be delighted to see to that, Mr. Chairman.

Mr. LANGLOIS (*Chicoutimi*): And the same thing applies to the off reserves or do you go with "La Centrale d'Hypothèques et de Logement" for that, the national housing—

Mr. BATTLE: We will follow the national housing standards. Of course, the plans we have available for use on the reserves, under our new standards, have to meet the National Housing Act standards.

Mr. LANGLOIS (*Chicoutimi*): On reserves also.

Mr. BATTLE: That is it.

Mr. MOORE (*Wetaskiwin*): In connection with the proposed utilities, not so much within a village, but outside the village, for example farm homes, is it proposed to provide, for example, water pressure systems providing electricity is available, and septic systems, and so on? These are for out of the way homes.

Mr. BATTLE: I would prefer to answer this, in this way, that in working this out with the individual concerned we would expect some kind of contribution from him. There would of course have to be a supply of water—

Mr. MOORE (*Wetaskiwin*): There would have to be a well, in other words, yes.

Mr. BATTLE: We have had a well drilling program going on for a number of years—

Mr. MOORE (*Wetaskiwin*): Yes, I realize that. Otherwise, though it would be discrimination if some help were not available to these people. Of course, I am thinking specifically of a reserve close to my home which is basically a farming community.

Then, just one further short question: Will the Indians pay for these utilities on a monthly basis the same as we do.

Mr. BATTLE: Yes.

Mr. MOORE (*Wetaskiwin*): That is fine. That is all.

The CHAIRMAN: Gentlemen, may I have a motion to adjourn now.

Mr. SKOREYKO: I so move.

Mr. LANGLOIS (*Chicoutimi*): I second the motion.

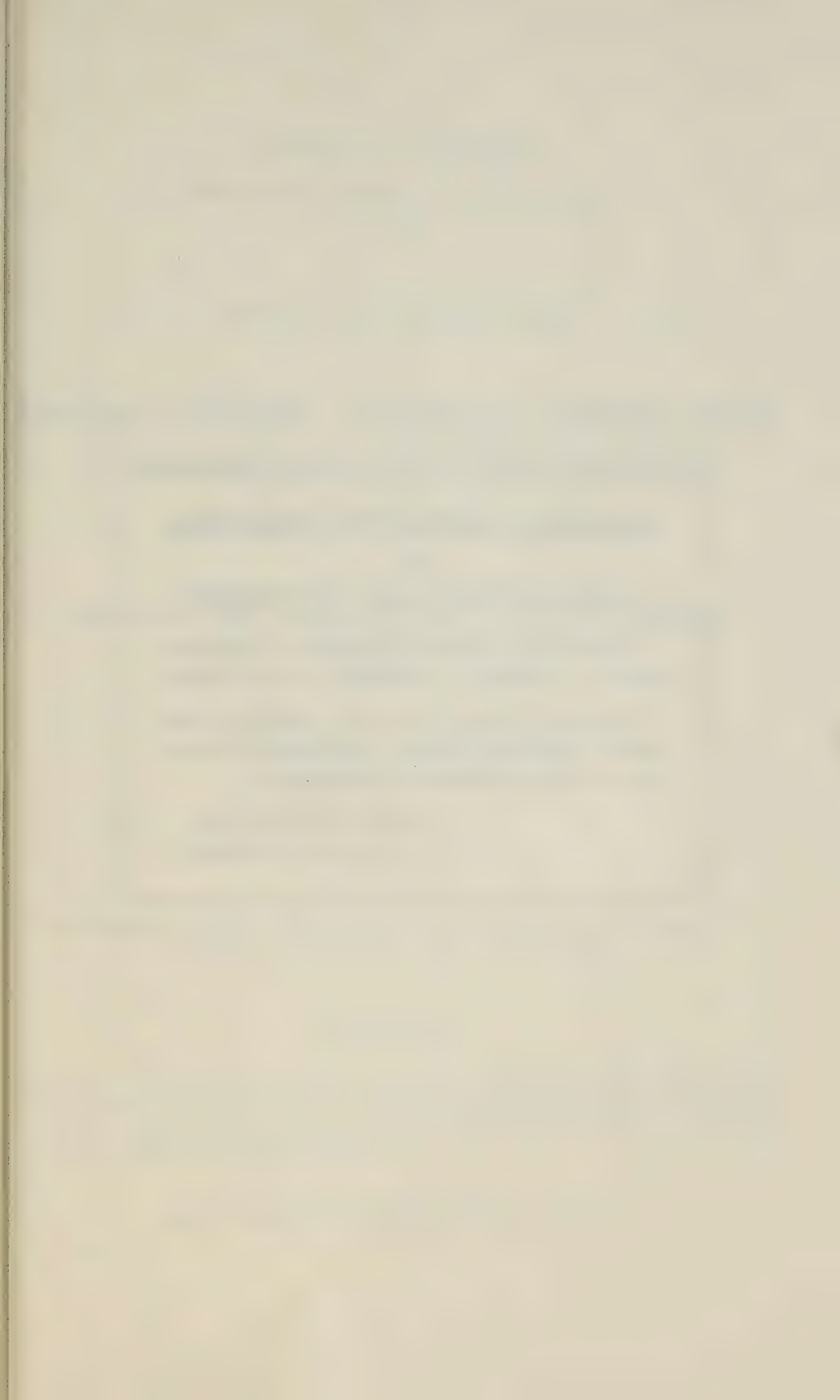
The CHAIRMAN: It is moved by Mr. Skoreyko and seconded by Mr. Langlois that the Committee adjourn at the call of the Chair.

Motion agreed to.

An hon. MEMBER: Thursday? In the afternoon or the morning?

The CHAIRMAN: Thursday, I think at one o'clock.





OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

Indian Affairs, Human Rights and
Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

THURSDAY, JUNE 9, 1966

TUESDAY, JUNE 14, 1966

Respecting

Estimates (1966-67), Indian Affairs Branch of the Department of
Northern Affairs and National Resources

WITNESSES:

Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and
National Resources; *from the Indian Affairs Branch of the Depart-
ment:* Messrs. R. F. Battle, Assistant Deputy Minister; L. L. Brown,
Chief, Federal-Provincial Division.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and Messrs.

Aiken,
Alkenbrack,
Badanai,
Baldwin,
Bell (*Carleton*),
Crossman,
Dinsdale,
Graftey,

Howard,
Langlois (*Chicoutimi*),
Macaluso,
Moore (*Wetaskiwin*),
More (*Regina City*),
Munro,
Orange,
Orlikow,

Prud'homme,
Reid,
Skoreyko,
Tremblay,
*Wahn,
Watson (*Châteauguay-
Huntingdon-Laprairie*)
—24).

(Quorum 13)

Fernand Despatie,
Clerk of the Committee.

*Replaced by Mr. Haidasz on June 9, 1966.

ORDER OF REFERENCE

THURSDAY, June 9 1966.

Ordered,—That the name of Mr. Haidasz be substituted for that of Mr. Wahn on the Standing Committee of Indian Affairs, Human Rights and Citizenship and Immigration.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

REPORT TO THE HOUSE

THURSDAY, June 9, 1966.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration has the honour to present its

FIRST REPORT

Your Committee recommends that its quorum be reduced from 13 to 10 members.

Respectfully submitted,

MILTON L. KLEIN,
Chairman,

(Concurred in June 14, 1966)

MINUTES OF PROCEEDINGS

THURSDAY, June 9, 1966.

(5)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration, having been duly called to meet at 1.00 p.m. this day, the following members were present: Messrs. Aiken, Badanai, Baldwin, Dinsdale, Klein, Reid, Roxburgh, Skoreyko, Wahn (9).

In attendance: Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and National Resources; *from the Indian Affairs Branch of the Department:* Messrs. R. F. Battle, Assistant Deputy Minister; J. D'Astous, Director of Administration; R. F. Davey, Director, Education Services; J. W. Churchman, Acting Director; L. L. Brown, Chief, Federal-Provincial Division; C. I. Fairholm, Head, Secretariat.

At 1.30 p.m., there being no quorum, the members present agreed to the Chairman's suggestion to proceed informally and to resume consideration of Item 30—Administration, Operation and Maintenance—of the Estimates (1966-67) of the Indian Affairs Branch of the Department of Northern Affairs and National Resources.

Mr. Côté was examined, assisted by Messrs. Battle and Brown.

At 2.20 p.m. the proceedings were adjourned to the call of the Chair.

TUESDAY, June 14, 1966

(6)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 11:55 a.m. this day, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Aiken, Badanai, Baldwin, Bell (Carleton), Crossman, Dinsdale, Haidasz, Howard, Klein, Langlois (Chicoutimi), Orange, Orlikow, Prud'homme, Reid, Watson (Châteauguay-Huntingdon-Laprairie) (15).

In attendance: Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and National Resources; *from the Indian Affairs Branch of the Department:* Messrs. R. F. Battle, Assistant Deputy Minister; J. D'Astous, Director of Administration; J. W. Churchman, Acting Director; L. L. Brown, Chief, Federal-Provincial Division; J. M. Thibault, Financial and Management Services Adviser; C. I. Fairholm, Head, Secretariat; L. Waller, Education Services.

A proposed itinerary of a tour of Southern Ontario Indian reserves was submitted by the Deputy Minister and distributed to members of the Committee. The Chairman thanked those involved in the preparation of the itinerary.

A document entitled *Material for Standing Committee on Indian Affairs* (Indian Housing Plans, Hunting Cases, Joint Committee) was tabled by Mr. Côté and distributed to members of the Committee.

On motion of Mr. Baldwin, seconded by Mr. Reid,

Resolved,—That the minutes of proceedings and evidence of the meeting of June 9, 1966, be incorporated as part of the Committee's official records.

The Chairman announced that Mr. Dinsdale has replaced Mr. Bell (*Carleton*) on the Subcommittee on Agenda and Procedure.

The Chairman then presented an oral report on the second meeting of the Subcommittee on Agenda and Procedure, held on June 9, 1966.

Following discussion of the report, on motion of Mr. Reid, seconded by Mr. Baldwin,

Resolved,—That the Chairman of the Committee be authorized to report to the House as follows:

Your Committee recommends:

- (1) That it be granted leave to resolve itself into three Subcommittees composed of seven members each, to be named by the Chairman in consultation with the Subcommittee on Agenda and Procedure, for the purpose of obtaining further information relating to matters affecting Indians and living conditions of Indian communities, and so report from time to time to the House through the main Committee.
- (2) That these Subcommittees be granted leave to sit while the House is sitting when meeting outside the precincts of Parliament and to sit notwithstanding any adjournment of the House and be permitted to adjourn from place to place within Canada.
- (3) That the necessary supporting staff accompany the said Subcommittees.

On motion of Mr. Reid, seconded by Mr. Baldwin,

Resolved,—That reasonable travelling and living expenses of the Members of the Subcommittees to visit Indian communities, appointed by this Committee, and of their respective supporting staff in attendance, be defrayed out of the moneys to be provided by the Treasury.

Details pertaining to the visits, particularly the question of staff and representatives from the Indian Affairs Branch, will be studied by the Subcommittee on Agenda and Procedure.

The Committee resumed consideration of Item 30—Administration, Operation and Maintenance—of the Estimates (1966-67) of the Indian Affairs Branch of the Department of Northern Affairs and National Resources.

Following questioning of Mr. Côté, who was assisted by Mr. Battle, Item 30 was carried.

The Chairman then called the second item of the Estimates:

Item 35—Construction or Acquisition of Buildings, Works, Land and Equipment—\$23,809,400.

Item 35 was carried.

At 1:10 p.m., the Committee adjourned to the call of the Chair.

Fernand Despatie,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, June 9, 1966.

● (1.30 p.m.)

The CHAIRMAN: Gentlemen, shall we proceed? I understand Mr. Baldwin would like to continue with some questioning.

Mr. BALDWIN: Yes. There are one or two things I would like to bring up, Mr. Chairman. In an informal discussion like this, where the matters are related to the objects of the purposes of the subcommittee and its intention to travel to different parts of the country from time to time, this would fit into the pattern of that.

I was going to ask the deputy minister a question with regard to the consumption of liquor. I can relate this to my own province which, I understand, just recently amended the Alberta Liquor Control Act so that Indians under the Indian Act are now permitted to purchase liquor from a vendor or go into a bar, something which heretofore they were prohibited from doing. When we were sitting in the joint committee with the Senate some years ago this formed quite a subject for discussion, and many of the Indians were concerned about it. Their opinions ranged over quite a spectrum. As a matter of fact, some took the position that the great white queen and the government in Ottawa had undertaken, by some of the treaties, to protect them from the evils of alcohol and they did not want anything to do with liquor. This was a view taken by some of the Indian people from the band councils who appeared. Others said, "No, we want to be put in precisely the same position as everyone else. We want the right to buy liquor anywhere we feel we should, and we want to consume it anywhere we want to, including the reserve."

Now, I relate that discussion to what is happening in Alberta. Under the Indian Act, an Indian can now come off the reserve, go to a vendor and buy a bottle of liquor, but he cannot take it back to the reserve and consume it. He is then in the position of either having to drink it all, or else getting a room in a hotel which, under the provisions of the Alberta Liquor Control Act, is considered to be his residence off the reserve.

I know—and the deputy minister can correct me on this if I am wrong—that there is an option basis that reserves can vote to consume liquor on the reserve if they want to. I talked this over with some Indian people and many of them feel they do not want to take the initiative in doing this. While there is no great demand that they consume a lot of liquor, nevertheless they want to be put in the same position as everyone else, but they do not want to take the initiative. They want to take the position that Indian people on the reserves should have the same rights as other people, and that they should be able to bring liquor

onto the reserve unless, through the exercise of a local option, they vote themselves out and say, "We do not want liquor brought into the reserve."

I know this is a very difficult problem. There is a great deal to be said on both sides. When the committee does travel around, this is one of the things I would like to see the subcommittee discuss. We cannot hide this problem; it is there and does exist. I think it is much better to bring it out in the open, have a good talk about it here and when the subcommittee visits the reserves and talks to the Indians, the advisory councils and other bodies, we can have a full and frank discussion about this subject and get their views.

I am raising this from the point of view of comments which have been made to me in different places in Alberta, particularly in the northern part where I come from, and I would like to have the benefit of an informal discussion and views from Mr. Côté and Mr. Battle with respect to what they think of this situation.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, I think the situation is pretty well as set out by Mr. Baldwin, that in all the provinces and territories in Canada the Indians have full privileges off reserves or total privileges for specific bands, and they have the local option on the reserve. In so far as the local option is concerned, 171 bands have liquor privileges or have voted themselves liquor privileges on the reserves.

As Mr. Baldwin said, this question of liquor is a very sensitive one. I think that in the various provinces of Canada there has been quite an evolution in this field, and it has taken a lot of time. There are areas where local option exists and the local community decides that it does not want liquor privileges in a specific community. This happens today in the settlements of European descent.

The situation of the white people is similar to that of the Indians where the Indians decide that they do not wish to have liquor. The question is, should this be changed the other way around? This is a point worthy of consideration, and it is a question which the Indians themselves will have to decide. I have the impression, as Mr. Baldwin has, that opinion is divided. It is a very sensitive issue, I do not believe there is anything in the treaties which prevents the consumption of alcohol by Indians themselves.

Going back to the earliest days of the colony, I think there was government prohibition under the French and English regimes of making spirits available to Indians because this was used in trade to get a better price on furs and so on. I do not think there is anything in the treaties which prevents the Indians from administering alcohol to themselves if the law of the province or territory in which they live makes this possible.

Mr. BALDWIN: May I ask a supplementary question. You mentioned the figure of 176 bands.

Mr. CÔTÉ: I said 171 bands have voted to have liquor privileges on their reserves.

Mr. BALDWIN: What percentage would that be of the total number of bands?

Mr. CÔTÉ: There are 550 bands.

Mr. BALDWIN: In other words, it would be roughly one third.

Mr. CÔTÉ: Yes. They are coming in all the time, and this is the figure as of May 2. I can give the distribution if members are interested.

Mr. BALDWIN: I was wondering if possibly the subcommittee should have this information at the time it travels around. This is a rather delicate situation and some inquiries might be made so that we can consider the relationship of the situation to the other parts of Canada.

Mr. CÔTÉ: I might give the committee the figures by provinces, if that would interest them.

The local option privileges on reserves by province as of May 2, 1966 are as follows: British Columbia 81, Alberta 2, Saskatchewan 14, Manitoba 12, Ontario 50, New Brunswick 6, Nova Scotia 5, Prince Edward Island 1, for a total of 171.

Mr. REID: None in Quebec?

Mr. CÔTÉ: None in Quebec, sir.

Mr. REID: On this same subject, Mr. Chairman, we had a march, as you are probably aware of, in Kenora of considerable importance last November, and one of the things they wanted was some help with their problem of liquor. I understood that the Ontario Alcohol and Research Foundation were going in there to do some work. I would like to know if you have been approached to provide any assistance in this matter?

Mr. CÔTÉ: I would ask Mr. Battle to reply to that question.

Mr. R. F. BATTLE (*Assistant Deputy Minister, Indian Affairs Branch*): I do not recall them approaching us here, but they well may have approached our regional office in Toronto. There is a co-ordinating committee involving provincial and federal officials who sit on Indian Affairs questions in Ontario and I know that the Kenora situation is one that has been receiving their attention in recent weeks, and it is very likely they have been in touch with our Toronto office.

Mr. REID: The reason I asked is that this was one of the main points they made in the brief they submitted to the Kenora Town Council.

I think this area is also one in which the chiefs and councillors have been opposed to the local option. The problem in Kenora is as Mr. Baldwin described it, namely the Indians get a bottle, they go behind the barn, they drink it all at once and, consequently, they just pass out. This is quite understandable because they do not drink it properly. The department itself has no program under way at all to assist the Indians with this problem?

Mr. CÔTÉ: I can say, Mr. Chairman, that this problem of liquor addiction in some areas is one which has been of concern to the department. So far as the north is concerned, we have been trying to work out, in the adult education and youth education, some teaching on the evils of intemperate drinking. It is a matter which we do want to push as far as we can.

On the other hand, I do not pretend to be a sociologist, but the tendency for drunkenness in many cases arises often out of a situation of desperation of individuals. Excessive drinking is often a symptom rather than a real malady in itself, though it does degenerate into something quite physically and mentally detrimental.

I do not have too much experience in this particular field, but I do know that in the case of one reserve I visited the recently elected chief was an alcoholic; his wife was also an alcoholic. On becoming elected chief, he and other members of the reserve formed a small alcoholics anonymous unit. They had an opportunity for improving their housing conditions; they had running water put into their homes, and with this sense of responsibility the situation changed entirely. I think there are two aspects to this, namely the changing of the housing and social conditions, and an opportunity for employment plus adult education in the schools; those are efforts which can be made to combat addiction to alcohol as such.

Mr. REID: Would it be possible for me to change the subject, Mr. Chairman?

Mr. DINSDALE: I have a supplementary question on this point. It relates itself to the discussion we had the other day on policing of reservations. The situation outlined by Mr. Baldwin, I think, is one of the main causes of arrests of Indians, and this is certainly true in my own particular area. I find that the local gaol population, particularly during the winter months, is made up largely of the Indians from the nearby reservations. This is because they drink unwisely due to the circumstances which have been outlined. Both the reservations are non-local option reservations, and they have to follow the drinking pattern which has been described here. I think it is very unfortunate that so many of them get arrested under these circumstances for the offence of drunkenness, which leaves them with a prison record and places them in a rather unfortunate and unhappy environment for, in some instances, a shorter period and in other instances a longer period. The biggest tragedy is that so many of them are the younger members of the band who get into a prison situation which is not designed to raise their sights with respect to social responsibilities and so forth. In other words, some of our post penology has not quite reached the ultimate point of perfection as yet.

I do not know whether anything can be done by consultation with magistrates who are confronted with these people that have been arrested; they have to take some action to deal with the offence. I really do not know what the solution is, but it is a real growing problem. As Mr. Côté has intimated, steps are being taken to deal with the sociological and psychological aspects.

We had a very excellent conference just two weeks ago at the Friendship Centre in Brandon, where Mr. Tom Breen of the Manitoba alcoholic foundation spent the day in a seminary conference dealing with this problem. There was only a comparative handful of people there, and perhaps it is like most sermons, you are preaching to the converted rather than to those who need it most; those who attended the conference were those who perhaps had the problem under control.

Mr. CÔTÉ: Mr. Chairman, I think there has been the feeling until recently that with the prohibition which may have existed in certain provinces the Indians would feel they are discriminated against. They would say, "I am as good as a white man", and they would go out and prove it until they were so dead drunk that they had to be taken off the street. I think making liquor available in principle may also lead to people eventually, as housing conditions improve, taking a bottle home and drinking more moderately. It is not so long ago when it was unlawful, in some areas, to have liquor in one's enclosed premises, such as gardens and the like. People do this on occasion now, and it is a means of drinking in moderation for those who care to do so. I think that some of the youngsters do this again by bravado saying, "today I am a man" sort of business.

Mr. ROXBURGH: Mr. Côté, according to the record you read out to us, the largest groups who have local options seem to be British Columbia and then Ontario. At the present time is there any actual information or fact that these reservations who have local options have less arrests around the reservations, and that conditions are much better as far as that part of it is concerned? As has been pointed out by those who have spoken, yourself and Mr. Battle, the big problem is in connection with Indians off the reserve. Is there any record as yet, or is anything being done towards checking into that situation?

Mr. CÔTÉ: We have no records on that.

Mr. ROXBURGH: Is there anything being done or thought of being done?

Mr. BATTLE: A study of alcoholism has been undertaken by Dr. Daley. I think he operates under the Alcoholism Research Foundation. This has been in progress for four or five years, and I believe his report is expected to be ready sometime this fall.

Mr. ROXBURGH: Will that be taken into consideration, and will he be working along that line? If you have that information then you really have something to go by.

Mr. BATTLE: This report is not one we have commissioned; it is an independent report.

Mr. ROXBURGH: Thank you.

Mr. BATTLE: I might mention, in response to Mr. Dinsdale's observation about the high proportion of Indian people who are in jail, that this is something we are quite conscious of and very often it arises simply from an infraction of a liquor law or regulation. This whole question is being examined now by the Canadian Corrections Association, and we are hopeful that some very specific recommendations will come from this which will enable us to deal with this very difficult problem. It is certainly one which needs to be solved, because so many of these Indian people ought not to be in jail in this kind of situation. Therefore, this is being examined by the Canadian Corrections Association in a study that we have commissioned.

Mr. DINSDALE: It presents the magistrate with an impossible dilemma. He has the case before him and he has to dispose of it in some way or other. In response to Mr. Roxburgh's comments, I think where a local option prevailed it

would resolve the tendency, to a certain extent, of being too enthusiastic in arresting these Indians with reference to liquor infractions. A good many of the arrests result from infractions arising from the fact that local option does not operate on the reserve. It is also policing problem; because there is no local policing, the R.C.M.P. patrol car is called in, the drunks are loaded in the car and away they go. It is a multiple problem; it is not a problem which can be resolved by one single solution; it has to be attacked in all its various aspects.

Mr. SKOREYKO: To follow up with what Mr. Dinsdale was talking about, is it not true, Mr. Côté and Mr. Battle, that the majority of offences under which the Indians are charged are committed in the area off the reserve? I think you will find this to be true, that the offences are committed off the reserve, primarily for the reason that liquor is not available or not allowed on the reservation itself. I think when we look at the problem of how to curtail this sort of situation, the thing to do is to provide that facility for them at home.

Mr. CÔTÉ: I think a lot of the cases have come up because there were no liquor privileges available, and it is only in the last few months that the last provinces have come in to extend the liquor privileges. I think this was one of the factors.

The question of local option must, of course, be left to the decision of the reserves, and 171 out of 550 have voted in favour and they are coming in all the time with more local options. In some areas it may not be necessary to have a local option and they may not want it, but this is a matter of self government by the Indians. The chiefs and councillors have the responsibility for the development of their people on the reserve, and we believe that they represent the sentiments of the Indians there, and they have to make the decisions.

Mr. SKOREYKO: Mr. Côté, are these local options initiated by your department, or are they initiated by the bands themselves?

Mr. CÔTÉ: Exclusively by the band council.

Mr. SKOREYKO: You do not look at statistics and say: "Look, we have a problem in this particular area and we think that a local option should be a consideration." Do you do that?

Mr. CÔTÉ: This would be a very difficult thing for a government to do in that sense.

Mr. SKOREYKO: No, I understand that, but what I was trying to determine was just how these things were initiated.

Mr. CÔTÉ: It is initiated by the band.

Mr. REID: I take my cue from what Mr. Côté said about the Indians drinking to excess because of frustration. In my riding I have two little towns who depend a great deal on Indian labour. They, unfortunately, have very little housing. One of these towns is Red Lake, and the Indian people there make up 20 per cent of the work force. The other town is Hudson which operates a small sawmill, and its work force is about 50 to 60 per cent Indian. These Indians came from the Round Lake reserve and they have worked out very well.

With respect to this new policy which the department has respecting off reserve housing, has the Indian Affairs Branch developed any plan for the

provision of housing in mining communities particularly where there is a desperate shortage of labour and where I think the Indian people have a unique opportunity to play a very vital role in Canadian growth? Have you gone into this; have you any plans for providing housing?

In Red Lake they have a place they call Tomahawk Court where they have put the Indians together in about six or seven houses. I think they have discovered from this that this is not particularly a good idea, that they must be spread out and more or less integrated into the society as a whole.

Mr. CÔTÉ: I would ask Mr. Battle to answer this specific question, Mr. Chairman.

Mr. BATTLE: I am quite familiar with Red Lake. The policy we are developing now will make it possible to extend the housing program off reserves into this kind of community. However, so far as Red Lake is concerned specifically, as you probably know, the province of Ontario built a number of houses there. What we would expect to see develop at Red Lake would be a form of housing assistance that would be granted by the Ontario housing authority in co-operation with C.M.H.C. Our role would be to make grants available to the Indian people so they could make the down payment, and from that point on they would make their payments regularly under the plan. After our policy has been developed, which I talked about the day before yesterday—we expect to have this by the end of the year—it will then make it possible for Ontario housing to move in there along with C.M.H.C. These will be developed in co-operation with the province of Ontario because, after all, it is off the reserve in the municipalities and in unorganized territories. As a result of this, we expect co-operation with Ontario to meet the kind of situation you have mentioned. Red Lake is one which has been a problem over the years.

Mr. REID: Now, the other question is Hudson. They recently started a clean-up of the town, they are tearing down some old shacks, but they are in desperate need of new housing to bring the families of these Indians down from Round Lake who have proven to be very good. Again, would this have to go through the Ontario Housing Corporation?

Mr. BATTLE: Yes. This is not on a reserve; it is off an Indian reserve, as I understand it. I do not know whether Ontario will provide assistance in this kind of situation, but something can be developed between the province of Ontario and us under a joint arrangement.

Mr. REID: Do you make your contributions directly, or do you work through C.M.H.C.?

Mr. BATTLE: We work through C.M.H.C.

Mr. REID: Now, this would be exclusive of C.M.H.C.'s present policy? In other words, the restrictions which they have applied to other parts would not apply to these areas?

Mr. BATTLE: We would hope not, and this is what we are trying to work out.

Mr. REID: The other series of questions concerns Pickle Crow where the gold mine is closing down. I was up there recently and there is not very much

to live on, and some of the living areas are in a sort of swampy area. Have you investigated the possibility perhaps of taking these people who have had some working and mining experience—although not the best—to Red Lake and to other labour shortage areas? In other words, do you have any plans for these people who are going to be left with nothing in Pickle Crow once the mine closes down?

Mr. BATTLE: This is rather difficult for me to answer because it is a very recent development.

Mr. REID: Yes, it was announced about a month ago.

Mr. BATTLE: I think it would be much better if I took this as notice and gave you an answer to it later.

Mr. REID: Mr. Chairman, can I move on to another group of subjects?

The CHAIRMAN: Yes, unless there is someone who would like to question further on this subject.

Mr. REID: I believe we are going to have a statement brought down on the housing?

Mr. CÔTÉ: Yes, Mr. Chairman, I might answer this in the following way. There are five outstanding questions I have note of and we hope a week from today, and this is a target, that the housing program information will be available to the committee and likewise for the recommendations of the Parliamentary Committee.

As regards the housing plans, these plans have had to be photographically reduced by the Queen's Printer and this, we hope, to have available for the committee on Tuesday, and the same thing would apply to the statement of court cases. I have an answer to Mr. Dinsdale's question about those involved in upgrading courses. If it is appropriate, I could give it now, Mr. Chairman.

The CHAIRMAN: Perhaps we had better leave that until the next meeting.

Mr. DINSDALE: Can it wait until the next sitting of the committee?

Mr. CÔTÉ: I can read it quickly.

The CHAIRMAN: I think since we are meeting informally, it might be better to wait until the next meeting.

Mr. REID: I am a little concerned about the agreement which you have reached with the province of Ontario. I think the welfare agreement is very good, but I am concerned about the community development coming under the Department of Health and Welfare in Ontario. It seems to me that what you try to do by community development is opposite to what you are doing by welfare. I would like, for my own information, to have your definition of community development.

The CHAIRMAN: I do not know whether that is a very fair question.

Mr. REID: As I say, the thing that bothers me greatly is the confusion which exists. I know it is a very difficult problem.

Mr. BATTLE: There are numerous definitions of community development. The classic one was prepared by the United Nations as a result of experience in underdeveloped countries. I am not going to attempt to go into this. I could probably read this into the record if you wanted it.

Mr. REID: It will be sufficient if you can give us the reference.

Mr. BATTLE: Shall I go on and just explain what we feel we mean by community development in Indian Affairs. So far as our program is concerned, it really involves placing in Indian communities individuals who, through training, experience and know-how, will work with the Indian people themselves to help them to first of all identify some of the problems they have and some of the needs they have, and then help them, by the use of various resources which might be available in or outside the community, to meet these needs and to face up to some of these problems. So that, in short this is what we mean by community development. It does not necessarily mean new roads or new housing or rural electrification or leadership training or education, or any of these other things. These can arise from the community development process, but community development itself is simply working with the people to help them establish their needs and to meet those needs as far as possible from resources within themselves and to the extent to which they require resources from outside to help them to find these resources. This is what we mean by community development.

Mr. REID: In other words, you could say it is a process by which they can find themselves in a society. In other words, you try to teach them a form of self-reliance.

Mr. BATTLE: That is right.

Mr. REID: This has always been my understanding, but I want to know how you can throw this type of a program in with your welfare, particularly in the province. It seems to me you are confusing two things, because the effect of welfare programs distributed on a large scale seems to be almost degrading of a person; it makes them dependent upon you. What you are trying to do with a form of community development is to make them independent of you. It seems that by throwing these two programs into the same hand, under the same control, perhaps even the same administration, you are working at cross purposes.

Mr. CÔTÉ: Mr. Chairman, I would not say that this necessarily follows because community development and welfare for Indians is handled in the same branch.

Mr. REID: Exactly, and this has been one of the faults.

Mr. CÔTÉ: I am not too sure, Mr. Chairman, because community development is this process of mobilizing all resources for the development of the Indians. There is a certain segment of the population, the old, the maimed and the abandoned children, who require welfare and this should be obtained out of the general resources.

On some Indian reserves it is very interesting to see the great attention paid to the return of some of the community revenues as the first charge for the welfare of their own people. The fact that they are able to do this without going to outside sources and administering it is part of the total development of the community in the sense of responsibility for their people. Therefore, I would not entirely agree it follows that the same administration, which provides this community development or welfare, cannot distinguish between the two or that they could not handle it. It is true that if the community development were subordinated to the welfare principle, then you would get no community development and you would become purely a welfare organization.

Mr. REID: Exactly, and this is my fear.

Mr. CÔTÉ: This is quite true, but I think there has been a clear distinction between the two and we are moving in that direction.

Mr. REID: Now, with respect to the agreement with Ontario, what control do you have over it, having signed these agreements? For example, it was always my understanding that the province of Ontario did not have a community development program, that the Department of Indian Affairs was developing one and had a fairly ambitious program of training these people. What happens to this program now? What is the role of your appointed community development officers in Ontario now that you have made this agreement with the province of Ontario where they have taken over the responsibility? Are they obsolete, or are they cut off, or what?

Mr. BATTLE: The agreement with Ontario provides that there will be project area submissions sent in to our Minister for consideration and for approval each year so that the actual projects that are carried on by Ontario under this agreement will come up for consideration year to year on a project area basis rather than on a general basis. These projects will be looked at specifically to determine whether or not we feel they are going to be operated in the interest of the Indians in that community and, of course, the Indians themselves, will have a say as to whether they want this kind of project carried on in their community. This is provided for in the agreement, so they will be under review from year to year. If it is decided as a result of this, that Ontario will assign a community development officer to a project area to work with the Indian people, and we happen to have a community development officer there ourselves, more than likely he will be moved to some other locality because we have a number of localities waiting for such people. Therefore, our program will not be lost as a result of our having entered into an agreement with Ontario. It will just simply be adding to the resources which are available to bring to bear in Indian communities.

Another thing I should say is that while the Ontario program is carried on in the Department of Welfare there is, of course, the Ontario co-ordinating committee which will also be examining these projects, and on this co-ordinated committee are people from other government departments in Ontario, such as the Department of Lands and Forests, and I believe the Department of Education. They too would have an opportunity to examine projects. In

Manitoba the community development program is carried on in the Department of Welfare, and I believe in Alberta it is carried on in the Department of Industry and Development.

Mr. REID: What are the criteria for these projects that you mentioned? Are you going to give them a chance to fail, or does everything have to have a built-in guarantee factor?

Mr. CÔTÉ: Occasionally, some of the best projects fail, and there will have to be a certain amount of loss that way. I think we will have to move along the lines of what the communities think is best for them, and in consultation we can give advice. Nevertheless, if they want to move in certain ways, yes, we will move that way. There are cases that I know of, for example, in the development of a community, and theoretically it would be far better if the Indian community were to develop as part of the adjacent white community, but in this particular case the Indians feel that they can, with their population, develop a more homogeneous townsite and have better educational services if they have it on the reserve. We will follow that.

Mr. ROXBURGH: Mr. Battle, coming back to your statement about the provinces sending in their project so it is checked with the federal department, that sounds very fine, but do you honestly think that if the province of Ontario or the province of Quebec said "this is what we want", that you would make any change in it, or you would turn it down federally?

Mr. BATTLE: I think we will exercise our prerogative to turn down projects which we feel are really not in the best interest of the Indians. But it must be kept in mind here that the Indians themselves will have a say as to whether or not they want this kind of project carried on in their community.

Mr. ROXBURGH: In other words then, the province first has to be in touch with the Indians before they send that project through to the federal government?

Mr. BATTLE: That is right.

Mr. CÔTÉ: And there will also be very close liaison between the Indian Branch officials and the officials of the respective provincial governments dealing with this. There is a very close co-operation developing.

Mr. REID: How are you going to implement this agreement? Are you going to send people off to the Indian bands in the reserve areas to discuss these agreements with them? I received some complaints from some of the bands in my area that a competition has begun with the provincial government going in and giving a hard sell, and the bands are not happy to lose the federal authority there. They are not too convinced, or they are not sure themselves as to what is going to come out of this. Are you sending people who know these documents, what is in them and what is involved, around to discuss these with the bands in company with the provincial officials so that they can get the necessary information on which to make a proper choice?

Mr. BATTLE: Mr. Brown has just met with the Ontario people as a result of this agreement having been signed, and I would like to suggest that Mr. Brown speak about this.

Mr. L. L. BROWN (*Chief, Federal-Provincial Relations Division, Indian Affairs Branch*): Mr. Chairman, we had a federal-provincial co-ordinating meeting about ten days ago and this point came up. If my recollection is correct, they were appointing a subcommittee to look into this matter and come up with a joint plan as to what sort of a team would be doing the consultation process with the various bands, and on what sort of a schedule. You cannot do it all at once of course, across a province the size of Ontario. I have not heard the results as yet of their proposals, but they were quite conscious of the need to do this properly. Ontario is quite conscious, just as much as we are, of the first step towards going into any area that you just cannot walk in; you have to have the Indians consent and co-operation if you are going to achieve anything.

Mr. CÔTÉ: I think, Mr. Chairman, that it should be remembered that all these agreements are to be extended or applied on a band basis, and it will be the extension of provincial services in co-operation with the federal government to the various bands.

Mr. BALDWIN: May I just make one comment. One must always remember that the constitutional responsibility remains in the federal government and these agreements, I suppose, in the legal sense, would be voidable agreements because the federal government, until Parliament decides otherwise, or the B.N.A. Act is amended, must accept the final and ultimate responsibility.

Mr. CÔTÉ: That is correct.

The CHAIRMAN: Thank you, gentlemen.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, June 14, 1966.

● (11.15 a.m.)

The CHAIRMAN: Gentlemen, I see a quorum. In the hope of completing the estimates today, we have asked Mr. Côté if he could supply this committee with all the information that was outstanding and particularly give us some report as to the possibility of commencing the various trips by the subcommittees to the various reserves. I would ask Mr. Côté if he would be good enough to give us some report on that.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman I have here for distribution to the Committee that item, which is of prime interest to the members, of a proposed itinerary of a tour of southern Ontario Indian reserves, which would commence on Sunday, June 26, and conclude on Wednesday, June 29. I would ask your leave, Mr. Chairman, to have this distributed to the members. While this is being done, Mr. Chairman, I might give the answers to some of the questions that have been asked.

The CHAIRMAN: Might I say, before we forget, Mr. Côté, how grateful this Committee is to you and your members for being so diligent and working over the week end, which I am sure you had to do in order to compile this information.

Mr. Côté: Mr. Chairman, thank you very much, and I will transmit the thanks of this Committee to the half dozen or so members of the Indian affairs branch who toiled Saturday and Sunday to get this information to the Committee.

The first is a question which Mr. Dinsdale asked on June 7. He wondered how many of the Indian people were enrolled in the 1965-66 fiscal year in upgrading, vocational training, teacher training, nursing and university programs, and I have the figures here. Academic upgrading, 1,101; vocational training, 1,244; teacher training 18; nursing, 24; university, 131, for a total of 2,518.

Mr. Chairman, the committee asked for information on four particular items: One, a statement showing decisions of the Supreme Court of Canada with respect to Indian hunting, fishing and trapping; two, Indian housing plans; three, Indian housing policy, and a breakdown of existing housing facilities, number of houses required, including new family formations over a five year period; and four, a statement of action taken on recommendations contained in the report of the joint committee of the Senate and the House of Commons on Indian affairs of July 8, 1961.

The branch has compiled this information and enclosed it in a booklet here which I would like to have distributed to the Committee members. I think, Mr. Chairman, those are the outstanding questions which the Committee asked of us.

There is one more question, Mr. Chairman, by Mr. Reid, and I think we have the answer here; Mr. Battle would be prepared to give it.

Mr. R. F. BATTLE (*Assistant Deputy Minister, Indian Affairs Branch, Department of Northern Affairs and National Resources*): Mr. Chairman, it is not a very complete answer. We really have not had a chance to go into it fully, but as I understand it, the Lac Seul Land and Lumber Company is the largest employer in the area of Hudson. We have arranged for the development officer from Fort William to go there and try to get more Indians in employment with this company. Five have already committed themselves, and expect to start working in the bush operation of the company shortly. There is a possibility that four more will be offered employment a little later on. One of the difficulties, as I understand it, is that the company has housing accommodation only for single employees.

Mr. REID: This is the problem in Hudson itself. Now, I understand that the Ontario Housing Corporation has been in there, and I would assume that, presumably, since they are trying to work out some form of public housing, they will be getting in touch with the Indian Affairs branch to work out some sort of accommodation.

Mr. BATTLE: Well, we would be very happy to talk to them on it. I have been told about a summer project which is now under way and that is the one in Sapawe where there are 45 workmen and their families who are being relocated. This is a project which the federal government—the Branch—and the province of Ontario is working out together, and I understand that the intention is to have a community development officer serve in this area in order to help the Indians adjust in the community. At the same time, the company is involved in helping to provide housing facilities for these people.

Mr. REID: This is on the same question. I want to ask Mr. Battle if the Quetico Training Centre was not involved in this training project as well.

Mr. BATTLE: Yes, that is right.

The CHAIRMAN: Gentlemen, may I have a motion with respect to the proceedings and evidence that was taken at our last session. You will recall that there was not a quorum. May I have a motion to the effect that the minutes and proceedings, and evidence for the meeting of June 9, 1966, be incorporated as part of the committee's official records?

Moved by Mr. Baldwin, seconded by Mr. Reid.

Motion agreed to.

I should also like to make it a part of the record that Mr. Dinsdale is replacing Mr. Bell on the subcommittee on agenda and procedure.

I would like to report to the meeting the discussion that took place in the subcommittee on agenda and procedure. The question of the tour of a number of Indian communities in Canada was discussed, and it was agreed that

permission be sought for the formation of three subcommittees of seven members each to be named by the Chairman in consultation with the subcommittee on agenda and procedure. It was also agreed that these subcommittees should sit while the House is sitting, and should sit notwithstanding any adjournment of the House, and should adjourn from place to place within Canada. The necessary supporting staff should accompany the said committee. The Deputy Minister's general outline of plans pertaining to the tour was discussed, and the meeting agreed that Mr. Côté's suggestion under number 3 (a to e) should be adopted, and that a tour of Ontario should be made during the month of June. The proposed itinerary has been circulated. If this meets with approval of the committee, may we have the following resolution moved and adopted:

That the Chairman of the Committee be authorized to report to the House as follows:

Your committee recommends that it be granted leave to resolve itself into three subcommittees composed of seven members each, to be named by the Chairman in consultation with the subcommittee on agenda and procedure, for the purpose of obtaining information relating to living conditions of Indian communities; that these subcommittees be granted leave to sit while the House is sitting, when meeting outside the precincts of Parliament, and to sit notwithstanding any adjournment of the House, and be permitted to adjourn from place to place within Canada; that the necessary supporting staff accompany the said subcommittees. May I have such a motion?

Moved by Mr. Reid, seconded by Mr. Baldwin, that the said resolution be adopted.

Motion agreed to.

The second motion to supplement the previous resolution is as follows:

That reasonable travelling and living expenses of the members of the subcommittees to visit Indian communities appointed by this Committee, and of their respective supporting staff in attendance, be defrayed out of the moneys to be provided by the treasury. May I have such a motion?

Moved by Mr. Reid, seconded by Mr. Baldwin.

Motion agreed to.

Mr. BALDWIN: Mr. Chairman, just on this point, may I suggest to you, in case you might need this suggestion. If this matter is raised at all when the motion is being discussed in the House, may I say that the joint committee of some years ago heard approximately 100 witnesses many of them Indians and people from Indian advisory councils, people from all over Canada. I do not know what the eventual cost of that was, but my recollection of the cost of bringing these people to Ottawa at a time when they had to stay here, even though we did not have quite as much difficulty with quorums then as we have had later, is that it was clearly of some considerable magnitude, and if this issue is raised, I think that is a point to bear in mind.

The CHAIRMAN: You would foresee that the cost of these visiting committees would be much less than the cost of bringing witnesses here in the past.

Mr. BALDWIN: I could not say that, but I do know that there were a lot of them, and it was a very useful exercise, but perhaps since Mohammed has come to the mountain in the past, the mountain should go the Mohammed now. I do not think there is too much difference in expense.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, I would just like to have clarified for myself the exact purpose of these tours. Just what is our objective going to be? Are we going to hear recommendations about amendments to the Indian Act; are we going to hear recommendations as to the estimates? What is it all about?

The CHAIRMAN: As I understand it, these committees will visit the communities on an informal fact-finding mission, and will report back to this Committee; but it will have nothing to do, as I understand it, with the estimates that are now before the committee.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): If it is on an informal fact finding basis, what is the purpose of having a supporting staff along?

The CHAIRMAN: Well, to be in a position to report the Committee's findings.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): My own feeling on this subject is, and in the interest of economy, that if the members are going to undertake to provide themselves with a subcommittee, and to go out visiting reserves, it should be incumbent upon each of those subcommittees to write a report on their own initiative, and I do not see, quite frankly, the need for a great deal of expense in having stenographers, interpreters, and so on. I think that we have to start on one thing or another; or else we will be wasting a lot of money if we are going to adopt this course of taking along a whole group of experts and officials along with us.

Mr. CÔTÉ: Mr. Chairman, I do not know how the Committee wishes to operate internally. I would have thought that, so far as the Committee itself is concerned, it may want one of its staff along. I think that from a departmental viewpoint, it would be useful to have somebody from the secretariat to go along with the Committee.

There will of course, be other things: The expenses of the regional director who comes from the region—in this case, Toronto—and presumably in that case, also, the expenses of the one or two or three Indian superintendents. This, to me, seems to be about the sort of group that it will be necessary to take along. Now, I think that the motion here provides for expenses to be paid to the members out of the treasury, and secondly for whatever staff the Committee wishes to bring along. Perhaps one, two, I do not know how many, but I should not think that with a group of seven, one would find this group burgeoning far beyond 10 or 11 or perhaps 12, and it may mean a matter of three cars, and they are there.

Mr. HOWARD: Mr. Chairman, I must apologize for not having been at the steering committee meeting, when this was developed, but I had another rather urgent thing that took up my time. I, myself, with all respect, would think that it would be a bit inhibiting to the Committee to be accompanied by the Indian

superintendents and/or the regional directors or the commissioners, so far as British Columbia is concerned. I say this with all respect because I think we would have difficulty getting a thorough picture of the situation if we appear to be somewhat of an adjunct to the Indian affairs branch itself in these tours. I found this out just by coincidence, being in the same village with the Indian agent when he happens to be there, and it is just not possible to speak fully or to glean fully from native people what it is they may have in their mind when the Indian agent is there, because they look with all respect upon the Indian superintendent as being an agent of government rather than an agent of them.

It was my thought when the motion was read that the staff related to that of a clerical nature, or stenographic nature, to keep notes of discussions and items, or witnesses' presentations and information, rather than the members having to try to jot this all down themselves. But I would be a bit reluctant to travel, or to see a subcommittee, or an entire Committee, travel in the company of the regional director and Indian superintendents. I am afraid very much that it would curtail the full, free examination of things that might be desired, and I say this with all respect to the officers of the branch, but this is just, I think, one of the facts of life that exist.

The CHAIRMAN: With all due respect, I do not share your point of view. I think that there has to be someone to act as the person to acquaint the various communities that this is an official committee, and the only one that can do that, I would think, would be the personnel from the department that is to accompany the Committee.

Mr. ORANGE: I am sorry to disagree with you, but I am inclined to go along with Mr. Howard with respect to the remarks he makes. The situation is such that I found myself, in visiting Indian Communities, a much freer discourse or dialogue between the Indian people, if they look upon you as their representative; if the Indian agent or any of the affairs representative is in the community at the same time, there always seems to be a tendency on the part of the Indian people to be somewhat more reluctant to talk and express their own point of view, than they would if the Indian agent were not there.

The CHAIRMAN: Well, I would think that the Committee would be able to make such interviews as they would want to make without the presence of anyone, if they so desired, but I think—and this is my personal opinion—that the Committee ought to be accompanied by someone who knows something about these communities.

Mr. HOWARD: We need a guide, in other words.

The CHAIRMAN: Well, you need a briefing of some kind.

Mr. DINSDALE: I was at the steering committee meeting—when the decision was made. We did not discuss the specifics of who should accompany the members of these subcommittees; but it would be my own feeling that, if we are going to really get in touch with the Indians themselves on the reservations, communication, as Mr. Orange has already indicated, is very difficult. In fact, it

takes a long time to establish a contact to the extent where the Indians themselves will really express their feelings, and I would feel that to have officials present would be a further inhibiting situation.

Would it not be possible to have the chiefs of the band councils, or representatives of the regional advisory council there as guides? I think this would establish, under the circumstances, the best possible means of contact—it will not be ideal.

We have an itinerary before us for the Ontario subcommittee which intends to spend one hour at Walpole Island, and then on to Sarnia for another hour and Kettle Point for another hour, I am afraid it will be pretty superficial contact unless we have an opportunity to have the chiefs, the spokesmen for the bands, perhaps travelling with the members of the committee, so that the best possible point of contact can be established in the short time which is indicated on the tour.

Mr. CÔTÉ: Mr. Chairman, I would like to interject here to say that, in so far as the department is concerned, we have been suggesting people who, from the viewpoint of the Indian affairs branch, or of the field organizations viewpoint, know something about the area, and we would be the last ones to want to have members of parliament inhibited in looking at matters on the ground, and—

Mr. DINSDALE: It would be the Indians who would be inhibited. M.P.'s are inhibited!

Mr. CÔTÉ: This I realize. If the members feel they would prefer not to have anybody from the Department, I think that from a departmental viewpoint there would be some saving in manpower in not having them go around with the members of Parliament. On the other hand, it is a matter again for the members of Parliament to decide whether they want anybody from the Department, or exclude some people from the Department. If you feel that the Indians might be inhibited by having the agent there, we are quite prepared to drop that; we are quite prepared to drop anybody from the Department. But I suggest that, even if you have the Indian chief there, you may want some guides to get you from point A to B, and there may be a lot of questions that are asked on which you will want a touchstone so far as the administration is concerned; but this is a matter, from our viewpoint, entirely as to what the members of the Committee want.

Mr. HOWARD: Mr. Chairman, in the light of this discussion about who would attend the tour, and in the light of the matter which Mr. Dinsdale raised with which I wanted to deal also, I think that to spend an hour in a village is hopeless. You are just kind of driving through; this is all that is accomplished, and you leave nothing behind but a sort of a bad taste, and a realization a week later by many people that somebody was there, but they have no idea who it was, or what they were trying to do. In the light of this, I wonder whether it might not be more advisable to refer this matter back to the steering committee to develop another thought in the light of the suggestions.

The CHAIRMAN: Is it the suggestion that whatever decision the steering committee might make, it would not interfere with the second motion that is before us, which reads as follows:

"That reasonable travelling and living expenses of the members of the subcommittee to visit the Indian communities appointed by the Committee, and by their respective staff in attendance, to be defrayed out of the moneys to be provided by the treasury." So, if there is no staff, there will be no expenses to be defrayed. May I suggest that the motion could pass in the wording that is now set forth and still refer, as you suggest, the decision as to what staff if any should be taken along to the steering Committee.

Mr. HOWARD: The details of the itinerary.

Mr. BALDWIN: It is well known that a standing committee is master of its own destiny, and can decide on what staff it wants to take within the limits of the standing orders. If you establish subcommittees on this basis, I think that within the same limits the subcommittees are also quite free to set out their procedure on the way they are going to move. Now, I would think that the resolution being passed as it is would leave a freedom to each subcommittee, before going on any tour at all, to consult through you and the steering committee to have some say on the particular itinerary, to get some briefing, possibly, before they go, and then to arrange what officials they wish to accompany them, if any, and what staff they wish to accompany them. In other words, I am voting for this, and approving of it on a basis of that kind, and with this degree of flexibility. To be successful, I think the subcommittees must have some say in establishing the itinerary and in dealing with the staff that is going to be there, the length of time they are going to be at these places; this would be my view.

Mr. AIKEN: Mr. Chairman, it was a good thing that the question was raised, in any case, before the subcommittee has to deal with it. But I think that something should be clarified. So far as I am personally concerned, I think that the subcommittee should have a person from the Department travelling with them. I think this is essential, because I think that is the contact point between the Department and the Committee. I agree, however, that the presence of the agent might be inhibiting, because he is the person with whom these people deal from day to day, and if this, in general, meets with the approval of the rest of the Committee, I would like to see the motion passed on that basis. While the subcommittee can make up its mind, I do not think it is the feeling of the Committee that no departmental people should accompany them. I think we should have a contact person, possibly either from the office in Toronto or from here, but I think it should be a person other than the agent.

Mr. REID: Mr. Chairman, I tend to find myself in agreement with Mr. Orange, Mr. Baldwin, and Mr. Howard. But I understand that the subcommittee for Ontario, which is to take this tour, has not yet been appointed. Perhaps the steering committee could meet some time today and appoint this subcommittee, and it could get together and be the master of its own fate. I think this would save a great deal of time in the Committee here.

The CHAIRMAN: But we cannot appoint a Committee until the House has approved the proposition, so I think we have to pass the motions first, and then appoint the Committee. I, personally, cannot see any reason why we should not allow ourselves the flexibility of this second motion and pass it as it is, and then leave it to the steering committee and to the Committee that is to be appointed to decide on what staff, if any, they are going to have with them. If that meets with the approval.

Motion agreed to.

We can now resume, gentlemen, the consideration of the estimates. We are still on Item no. 30.

Mr. HOWARD: Mr. Chairman, there is one item that I would like to raise. In reading the document which was just presented to us, I think perhaps I have the answer, but I would like to pose it, anyway, to see if there is anything that has developed subsequent to the preparation of this report. When the minister announced the \$112 million community development program—housing, sewage, water system, this type of thing—in the House, I am sure everybody looked upon this subject with great interest, and I subsequently wrote to the minister and asked him if he would give me some details of the distribution of the housing money which, I think, was \$75 million of the \$112 million, as between regions, areas and villages—provinces and villages in Canada—and also the details as to the off-reserve program. The answer which I received—if I am paraphrasing it correctly—is that it would not be possible to outline the detailed distribution of the money as between provinces and regions and agencies and villages, because of the necessity of drawing native people into the development of the program itself, and this part of it is understandable.

The other part of the answer relating to the off-reserve home building program was that they had not yet worked out the details. They were in the process of developing a policy about the application of this money to native people who wanted to build homes outside of or off the reserves.

It seems a bit strange, perhaps, that the minister is not here, and I do not want to be unkind to him—with great fanfare he can make an announcement about an extensive plan, but not yet have worked out the details of its application, with the consequence being that many native people who now live off the reserve and who would desire to build and expand their home ownership are in the dark as to just what the plan might be. I noticed in the report under Indian housing the last paragraph says: "The way in which assistance may be made available for off-reserve housing is being worked out, and as indicated previously to members of the committee it is hoped to have this in effect by the end of the year." Is there anything additional to that, that is being developed or worked out?

Mr. Côté: No, Mr. Chairman. I think that members of the Committee will appreciate that this particular program is a 5-year program. The government approved of the principle of extending housing to Indians to meet their needs on and off reserves in the course of the next five years, including family formations; and this is a broad plan which is designed, in the course of five years, to accomplish this.

The government decision in itself is not an inconsiderable one for a government to take at any given period and to commit itself, in funds, over a five year period. This is, I think, from the departmental view, a very great advantage that we now know precisely how one can plan in detail.

As to off-reserve housing, it is not an easy thing to have a complete blueprint, because in this field in particular it is going to depend very much on the desires and wishes of the Indians off reserves, and the conditions under which this will apply will differ from region to region. We could have, presumably, waited another year, and worked out the details, and then the government, presumably could have announced its program. But the government decided at the time to move ahead with this broad program covering the five years and we are working out the details as we go along.

Mr. HOWARD: Well, it left the impression, I might say, with a lot of native people that I know who are interested in the off-reserve aspect of it, that next week they were going to be able to benefit from whatever plan existed, and the regrettable part is that we still do not know, and they do not know, what this plan may be.

Mr. CÔTÉ: This is true.

Mr. HOWARD: Now, Mr. Côté, you mentioned that situations may vary from region to region, and the desirability of native people to build homes may be a varying factor also. Implicit in this, as I see it, is the necessity, if you are going to work out a regional type of situation, of consultation with the native people as to just what they think about the plans, the amount of down payment, the mortgage arrangements, and this sort of thing. Is this what you are doing?

Mr. CÔTÉ: Yes, This was discussed with the Indian advisory board in January when it met, and we got some of their impressions, but they are very general, and it is going to require a good deal of consultation. There are areas, for example, in the northern areas, where a very good log house is the indicated thing in their development at this stage with lights and water, and sewage facilities. There are other areas where the Indians are far more sophisticated; British Columbia, indeed, and some parts of eastern Canada, where they may well want to take advantage, and are able to take advantage of the normal procedures of Central Mortgage and Housing.

You cannot deal with the Indians on an over-all definitive basis, because this is a changing situation. Some of the houses that might be built now may be log houses. They have a useful life of 10, 15 years or so, and then the Indians will want to build themselves something different. These are the facts that have to be taken into account. Naturally, the log type house is not the sort of thing that applies in the southern communities. They are more developed than the off-reserve side in which you are interested, Mr. Howard, but it is going to require a good deal of consultation.

Mr. HOWARD: Well, I have an interest in the other aspect of it, too. But does this conceive, then of houses being built off reserves under different terms and arrangements? I can appreciate the different structures. This is a matter of individual taste, also, to a large extent, but it is the terms, the down payment, the mortgage arrangements, that the people are concerned with.

Mr. Côté: Well, some of the Indians do not want mortgage terms because they reckon that if they can have it on the reserve it will be less expensive.

Mr. HOWARD: I do not want mortgage terms either!

Mr. Côté: This is the social evolution process that has to be worked out with the Indians.

Mr. HOWARD: Well, all I can say is I hope you can work out your plan as quickly as possible.

Mr. Côté: This is so, and we are very anxious to move in that direction, and we are consulting.

Mr. DINSDALE: On this same question of housing, Mr. Chairman, I think here is where the problem lies. Mr. Howard has put his finger on the problem that I was trying to get at the other day. The program was announced, and it was impossible to provide details. This resulted in the sense of disillusionment on the part of the Indians themselves. Now, I have been looking at the reports, with respect to the Indian housing policy, on pages 2 and 3, I guess it is, of the document that has been placed in our hands this morning, and it still is of a very general nature.

I am going to be visiting my Indian reserves next Monday afternoon and I am sure I am going to be asked about this program, and maybe I will get some more detailed information that will help me decide where the problem is. The difficulty seems to arise because there was no consultation with the local bands in any great detail to determine what the real problems were. But I cannot pursue the matter any further until I have met with the band council in my constituency to see where the difficulties are. I would like to pursue the off-reserve housing program which apparently is still very much in the planning stage. Here is where there is a real need to meet the very rapid increase in movements off the reserves during recent years. Would it not be possible, and I was pursuing this just as we finished our deliberations in the northern affairs committee, to transfer some of the experience that has been gained in meeting housing problems in the north to the difficulties of meeting housing problems of the Indian population moving off the reserve? I refer specifically to the fact that the main reason why the off-reserve Indian cannot get adequate housing is that he cannot meet the financial terms under the national housing program.

Now, in the north, back in 1961, there was a specific and detailed program designed to meet this problem. Money was advanced from the federal treasury in the form of loans; loans were made to northern families, mostly Eskimo families, up to the amount of \$7,000; there was a forgiveness feature of \$1,000 if certain terms were met. It seemed to be a well organized and co-ordinated program that might apply specifically to the off-reserve housing difficulties.

Mr. Côté: Well, Mr. Chairman, some of the features of the northern program are in process and have been amended somewhat, because of the problems which affect the low income capacity of Eskimos which, in the high Arctic is a much more grievous problem. In the more southerly areas within the woodlands where the Indians are to be found, the variety of situations in which the Indians find themselves is very considerable, and I think, as I have indicated

previously, some are capable of being self-supporting and others not. We have taken into account some of the northern experiences, but all experiences are not as readily transferable as the question might lead one to believe.

I would like to ask, however, that Mr. Battle speak on this. This may help the Committee.

Mr. BATTLE: This came up in Committee the other day, Mr. Chairman, and I said at that time that there is a program operating now in Thompson, Manitoba. This is a program under which Indians are assisted to meet the down payment on houses, to meet the cost of furnishing houses. This is part of the re-location program operated by the branch. We are endeavouring to extend this program to other areas in the north. What is needed is more than just housing assistance. This is one aspect of it. But also what is needed is counselling service. Counselling on the reserves from which the people being re-located originate, so that they will know something about the problems that will face them in the new community, and counselling once they take up their jobs in the new community; so that you have to look at it from a package point of view. Housing is simply one part of it; there are other things that have to be considered.

So far as the off-reserve housing program is concerned, that we are working on, and which I said to the Committee the other day, we hope to have finished by the end of the year, we have to look at priorities. For one thing, we feel that prior attention needs to be given to northern communities so that we can help people move from reserves where there is no employment to centres where there is employment available. We think this is the place where we have to give prior attention. The need in the large cities is not as great in our view because there is rental housing available in these locations.

Another thing that we have to keep in mind is that somebody has to administer the housing program off reserves. Somebody has to collect the mortgage payments, and carry on all the administration related thereto, and this is what we are endeavouring to work out with the Veterans' Land Act administration which has had long experience. We feel that by employing an agency of this kind, a better job can be done than if the branch attempted to set up comparable services in communities right across the country. These are the kinds of things that we have to work out, but so far as the level of the assistance is concerned, our aim is that people re-locating in jobs off the reserves and trying to establish themselves in the non-Indian communities, or the general community; that the level of assistance that should be given to them should be the same as the level of assistance that is given on the reserves. This is the general principle behind the program. What we are trying to work out are the details, the way in which it can be administered without becoming a mess. This is the objective.

Mr. DINSDALE: Well, it does not help me with my problem. There has been a lot of publicity given to the scheme, and it is a real problem in some of the urban centres. The Indians have been moving off the reserves in quite large numbers in cities like Winnipeg, and even smaller cities like Brandon. The establishment of friendship centres has encouraged this movement. The integrated school program and the vocational training program have provided some

of the younger Indians with the skills necessary to compete in the job market. But they cannot get suitable housing accommodation.

I do not want to raise the problem of discrimination, but it does exist, and we have tested it out in certain communities. It is not only that; it is an economic handicap as well. As you say, there has to be an advisory service for the people, and this is being provided to a substantial extent in the friendship centres which are providing a very useful point of contact between the larger urban community and the Indians who are moving into the larger urban centres. But when we had our meeting a month ago, this sense of disillusionment was evident. They said: "Well, we will believe it when we see it". It is most unfortunate that there was so much publicity before the details were spelled out.

Mr. BATTLE: Mr. Chairman, I have been in this service for 21 years, and I have waited a long time for a level of program to be established that will enable the branch to do something, or at least to help the Indians do something about housing conditions in their community. This is the first time of which I am aware that, as Mr. Côté has said, we have been able to establish a target, a level of program for the next five years. In the past we have had to make do with limited funds from year to year so that we were not in a position to plan on a long-term basis with the Indian people. This was precisely, in my view, what the announcement did. It established the level of the program so that the Indian people, and the rest of the people in Canada, will realize that at least we have an objective for the next five years. Let us work together and attempt to meet this objective.

Now, we can go on from there and this is what we are doing, in working out the plans, in working out the basis on which the program will operate, and we are doing it in a way which we think is right, because we are involving the Indian people in discussions with respect to these things. I think it is wrong to go into a community and say we are going to build 20 houses in this community next year. I think this is the kind of thing you work out with the people themselves. How many houses do they need? What kind of a program do they think should operate in the community? It need not necessarily be the same kind of program that is going to be operated in another community. These are the things, precisely, that we are trying to work out with the people themselves.

I do not think that we should be in a position, necessarily, to say: "This is the program, A, B, C, D, E, F, G. This is the way it will operate." We would much prefer to be in a position to say that we will be as flexible as we can, and adjust to the needs in each community.

Mr. DINSDALE: Well, I conclude then that with respect to the off-reserve problem, I can inform them that, as the report says, a year from now, at the end of the year, we will be able to provide them with some information. But it does not resolve my problem.

Mr. CÔTÉ: Well, sir, I do not really think that one can resolve these problems just by saying something. I think this is at least giving the Indians some manner of hope. They will naturally wait to see the results before they believe it. This is quite true, and quite proper on their part, because we have

said to them in many cases: "Oh, we will look after you on the level at which we have been providing the funds." It has been very low, indeed, and it has been a concerted effort on the part of the government in the last three years or so to move up to this particular level of expenditure. I think that Mr. Bell will recall himself the great effort and planning that had to be carried on over a sustained period to achieve this objective; because everything is not completed to the satisfaction of everyone who would have a hope of having something tomorrow, I think that there is now a blueprint on which to move ahead, and this is the point we are aiming to have carried out.

Mr. DINSDALE: The blueprint applies to the reserves at the moment. It does not apply to the area that has been moving forward, and where the stress has been on the whole program of educational integration that has been moving forward over the past eight years or so.

Mr. CÔTÉ: The blueprint does provide for on and off reserves housing. This is provided for in the general blueprint.

Mr. DINSDALE: Well, if I can get some details, I will be very pleased.

Mr. CÔTÉ: We are working out the details.

Mr. DINSDALE: If we do not move on a two-pronged attack, we are perpetuating the problem that has persisted on the reserves over the years, where reservations are becoming over-populated, and I thought this was where the major breakthrough had been made during the past 8 years, that we realized the Indians were no longer a vanishing people; that the populations were overcrowded. As someone has said, the birth rate is the highest of any Canadian group, perhaps, except the Eskimos. Obviously, the reserve resources are not adequate to provide a reasonable livelihood for these people. A part of the social problem of reserve slums, and so forth, was related to this population explosion. Now, I hope that we are not abandoning this positive approach to encourage the Indians to move into the larger society and to compete by means of the educational opportunities, of vocational training opportunities. I find that the thing that is discouraging them is the inability to get adequate housing in the urban situation. Urbanization is a phenomenon that is affecting all segments of the Canadian population. It is bad enough for a boy from the country to get along in the big city because it involves a complete psychological cultural adjustment. It is infinitely more difficult for our Canadian Indians to make the same adjustment. We seem to be emphasizing the reserve problem; I think we should give equal emphasis to the off-reserve problem which is going to grow in intensity, and has already become a real urgent situation.

Mr. REID: Mr. Chairman, I am very much concerned about this, because there are three developments in my constituency which are hanging fire right now. There have been an awful lot of news reports recently that the mining industry is short 6,000 men, and I feel that there is an opportunity here for the Indians to take their place in the sun. But the great problem is housing, off-reserve housing.

Mr. HOWARD: They take their place where there is no sun.

Mr. REID: Right. But, for example, in Red Lake, 20 per cent in five—four gold mines now,—is made up of Indian labour which has to live in the bunk

houses, and this is not a satisfactory system, and they have a tremendous problem with turnover. This has been a situation which has been in existence now for five, six, seven years. There has been some progress made—a very limited progress made—and yet you do have the experience in Thompson as well as in Red Lake, and nothing has come out of it for these northern communities.

Perhaps I am overanxious to see that something should be done here, and I can certainly understand your problem, but may I put it this way: Is the department not taking into consideration the experiment at Thompson, and what has happened at Red Lake and other areas in providing a policy for off-reserve housing? Are you not dealing, for example, directly with the mines, because these towns are usually controlled by the mines officials, to provide some form of housing?

Mr. CÔTÉ: We are taking experience, yes.

Mr. REID: Then, the other problem is that we have a co-operative venture in there called the McIntosh Co-op—I forget the Indian term for it now—and they have been trying to get a loan of \$5,000 to improve the housing they have, and they have been turned down by all the commercial lenders, and evidently too by the Indian Affairs Department. Do you not have any program to provide some form of financial assistance in the form of loans, which would be repaid, to Indian organizations that have established themselves and are trying to co-operate among themselves on or off the reserves?

Mr. BATTLE: I believe you are speaking of the Widjiitiwin?

Mr. REID: Widjiitiwin, yes, that is it.

Mr. BATTLE: To which we did make a loan?

Mr. REID: Which was paid back very quickly too, I understand. In full?

Mr. BATTLE: It is not all paid back yet.

Mr. REID: But the payments are up to date?

Mr. BATTLE: I believe so.

Mr. REID: This was a loan for \$10,000, was it not?

Mr. BATTLE: Yes.

Mr. REID: And was made when, in 1961?

Mr. BATTLE: In 1961 or 1962.

Mr. REID: Right.

Mr. BATTLE: The Widjiitiwin Corporation request for financial aid is a matter that is, at the present time, being looked at as a joint project with Ontario under the community development program. The reason that it is being handled on this basis is that it does involve re-locating people off reserves to industries operating off reserves. Without the co-operation of the province of Ontario the Indian affairs branch is not likely to get very far on its own, I would suggest. What I mean is that we have to work with Ontario to make sure that all services that these people require in a non-Indian situation off the reserve are available to them. So that it is a joint project, and we are expecting that joint financing will be determined, which will make it possible to assist

this community to get itself established on an organized basis, rather than the disorganized basis that exists at the present time. This will involve financing for housing. What we are hoping to do is to get the Ontario Housing authority involved here as well. They have been looking at it, with a view to involving all the agencies in attempting to help the community solve its problem. I am satisfied that this Widjiitiwin situation will be resolved, and that better housing will be available to these people. I think it is better to attack it in this way than for the Indian affairs branch to move in with financial assistance on its own. It seems to me that it would be more likely to be successful if it was a joint venture, and this is the intention.

Mr. REID: Continuing what you were saying, then, in terms of the package deal where you require special counselling facilities, where are these people to come from? Are they to come from the federal government or from the provincial government, or from one of the joint programs?

Mr. BATTLE: I think this would vary with each situation. Preferably, if it can be handled under our joint community development program, it would be provided by Ontario, by the province.

Mr. REID: Well, what plans do you have in getting these people now, and training them? Is there a program under way, or is this something that has to be worked out for the end of the year?

Mr. BATTLE: We have been recruiting counsellors for some time; we have been recruiting community development officers for some time, and we have operated training programs for these people for some time. It is an on-going program, and incidentally, these people are very scarce.

Mr. REID: Oh, I realize that.

Mr. BATTLE: And it is very difficult to get the kind of people you need, and it is trying work.

Mr. REID: This takes you into the realm of the agreement which you signed with Ontario. It is my understanding, from what I have been able to find out, that Ontario does not have any program of this nature, but under the agreement that you signed they are to have a great deal of responsibility in providing these people, and also in directing their activities? And yet, by your own testimony, it would seem to me that the Indian Affairs Department had more know-how, more experience in this field. And yet under the agreement you have signed it away to the province of Ontario?

Mr. Côté: Well, Mr. Chairman, I think there has been this general picture, and I think it is a part that comes out of the line of questioning, by various members, that we have got to change, to a large extent, the attitude of the majority of the people in Canada as regards the Indians. We have to get more people, as was said in the other committee dealing with the north, dealing with the community itself of Indians on or off reserves. The program that has been announced is a five-year program. It is not expected that we will be able to solve all of the problems immediately; we have to recruit the people to do the job; we have to train them; this is a lengthy process; community development officers cannot be improvised, and the more that we get the provinces who wish

to commit themselves to extend their services to residents in the province, the better it is. This is part of the total process.

We do not have an immediate solution for all the problems, but we hope that in this process of co-operation with the provinces in extension of the services, though we are going for a scarce resource, increasingly people in this field of community development, such as the Company of Young Canadians—and the gradual awareness of the people throughout Canada—will come forward who are prepared to work in these fields.

Mr. REID: Well, have you been approached by the Company of Young Canadians, or have you submitted proposals to the Company of Young Canadians for the possible use of their people to work on Indian reserves as counsellors?

Mr. CÔTÉ: We have been in discussion with the Privy Council secretariat, on the ways and means of getting more people in this field, in the field of northern affairs, in the field of parks and generally extending the number of people that we can get to do the job.

Mr. REID: You mentioned that one of the purposes of this agreement with Ontario was to integrate the provincial services, to extend them to the Indians on the same basis as to anybody else in that particular province. Now, have you been doing anything to help integrate the various communities in the northern areas with the Indians as they come down from the reserves, and begin to participate in the community life of these areas, because this is just as great a problem as anything else?

Mr. BATTLE: I think I spoke earlier about what was done at Thompson, and we have equipped ourselves to do this in other communities across the country, mostly in co-operation with the provinces, again. I think Fort McMurray in Alberta, is a good example of this where there was a substantial industrial development in that area, and we entered into a project area agreement with Alberta under which they hired a community development officer and provided counselling services, they are at present expanding their services in this community. Preferably, we like to enter into agreements with the provinces to carry on this kind of program because it has to relate to the community as a whole, Indians, non-Indians, and Metis, people of Indian origin who are not Indians within the meaning of the act, so that generally our policy, is to enter into agreements with the provinces to provide this kind of service throughout the country. In a few places we have attempted to do it ourselves, and Thompson is a classic example of this.

The CHAIRMAN: Now, excuse me one moment before you proceed. I have in the following order, just so that I will know whoever has asked for the floor: Mr. Orange, Mr. Baldwin, Mr. Aiken and Mr. Howard.

Mr. REID: Well, I do not want to appear as if I were against what you are doing; I recognize you have difficulties, but we all, I think, are interested in speeding up the process as much as possible. My last question is concerned with the Metis, or those who do not have Indian status. Do you think that this policy of involving the provinces directly with you with respect to the treaty Indians, will also help involve the provinces in dealing with the Metis or the non-treaty Indians, who presently have nobody to look after them?

Mr. CÔTÉ: This is noticeable in some provinces already, but the provinces realize that the plight of the Metis is probably greater than that of the treaty Indians, and coming to work in these areas too are what the federal government has announced it is prepared to do for Indians on reserve is causing the provinces to re-assess their own position as regards the Metis and, indeed, in other areas of the white population in various centres which is in a perilous condition, on occasion. Thank you, Mr. Chairman.

Mr. ORANGE: Mr. Chairman, as a result of the amalgamation of Indian affairs branch and the northern administration branch in the Mackenzie district, I am wondering just what effect this will have on the various programs which were under way with the Indian affairs branch, particularly housing. I am a little concerned that possibly Indian housing finances or moneys will be placed in the northern administration and included with the over-all housing program for Eskimos. There are some very basic differences in the two programs, and I would just like to find out if Mr. Côté could tell us, at this stage, if it is possible—you may not have worked out all the details—how you propose to handle the financing of the various programs of housing community development, and so on.

Mr. CÔTÉ: Well, Mr. Orange is referring to the Mackenzie district, Mr. Chairman. At the moment, so far as the remainder of the program is concerned in the high Arctic, the Eskimo housing program is to be kept separate from the Indian housing program; conditions are different there. The question which Mr. Orange raises is the general organization within the department. The first thing to do was to bring together under one roof Indian affairs and northern affairs, and to look at these problems together. This is the first stage towards which we have gone.

The second stage which was anticipated, the bringing together of the Indian affairs branch within the total sphere of the department, was the agreement for the Mackenzie, to unify the services there.

This does not detract at all from the responsibility of Indian affairs for Indians. This is quite clear. I cannot tell you exactly how the program is going to be worked out there, but it will not be diminished for Indians in the Mackenzie, that is for sure.

Mr. ORANGE: With regard to the cost tables that you have included here in this first section of this document, it seems to me that it might have been of some value, I think, to the Committee if a further table or appendix was included which would indicate the condition of the houses. I know, for example, you show 754 houses in the Mackenzie district; I would suggest about 700 of these houses, and I would think this would apply equally in the Yukon territory, and in many other northern parts of the provinces, in the Mackenzie are frankly substandard.

My figure of 700 is high, but the Indian affairs branch has implemented a program in the last number of years which, I think, is meeting some of the problems of housing in the north—I cannot speak for any other area—but there is still a long way to go. I know that a survey was conducted one or two years ago with regard to the condition of houses, and I think this would be of great

significance to be included here, because of the problems that all of us are faced with.

As I say, you have 754 houses showing a requirement of 125 new houses per annum in one particular area, that is in the Mackenzie. But in addition to that, there is the number of new houses to replace some of the pretty deplorable housing that exists.

Mr. CÔTÉ: That is included in this total figure of 754, as I understand it, Mr. Chairman.

Mr. BATTLE: This 754 is the total number of houses?

Mr. ORANGE: That is right.

Mr. BATTLE: I was looking for a breakdown. This involves, of course, making a judgment of what is a poor house, and what is a good house, I have met many Indian people who think they have pretty good houses, and do not like to be told that their houses are no good. This is a matter of making a judgment, and judgments vary here.

Mr. ORANGE: The other point that I have with regard to houses is in connection with the policy, and again I am referring to the north, but I assume this would apply to many other areas, particularly where there is no adequate power supply at the present time. I can think of communities where the power supply is operated by a government agency, which is only adequate to take care of the government personnel living in the community. Houses have been built for the people, or the people have built them themselves, over the past number of years; these houses are not wired, they are not equipped for wiring. In order to wire these houses, it means an extension of electrical power services in these communities I would like to know if, in addition to the plans for housing, concurrently there will be a plan to extend electrical distribution systems in terms of upgrading equipment and increasing power supplies in these northern communities and other communities so that the Indian people will have electric power available to them.

It seems to me almost ludicrous that our young Indian children who are attending schools throughout the country, and these classrooms are very adequate, in most instances, leave their classroom at 3 or 4 o'clock during the day, and go back to their homes, and if they wish to do any work on their own, they have to do it by gas lamp, and conditions for home study are just not available. I am very concerned about the extension of power to our Indian homes. This is dependent upon a decision of the government agencies concerned to increase power output in practically every community where Indian housing is located.

Mr. CÔTÉ: Mr. Chairman, as regards Indian housing, I think the members of the Committee are aware that of the total \$75 million is provided for housing and the remainder of \$112 million is provided for water, sewerage and electricity.

As regards the northern situation, this will prevail for Indian housing, and indeed it will prevail also for Eskimo housing. This will entail, as Mr. Orange rightly points out, the increase of electricity producing facilities either by the department in the very small communities, or by the Northern Canada Power

Commission in the larger communities. It will involve also the electrification, the wiring and the distribution. This is part of the over-all policy to provide electrification in these houses.

Mr. ORANGE: I would hope that in the development of this new program, concurrently there would be a program of upgrading power supply in community by community. I know the difficulties you are faced with in many situations; I know of one particular community where there are houses wired, where electrical services could be provided, except the plant is not large enough to extend services. This is a serious bone of contention among the local people, and one which I think just perpetuates the feeling of discrimination against the Indian people, which they seem to feel at all times. You can see situations where the power line will run right by the door of Indian houses, and because there is not enough power in the communities to provide for the people, they will sit for one or two or three years before this is upgraded. In effect, what I am saying, Mr. Côté, is that I just hope that somehow or other, through the services of the government, there can be an imaginative and exciting program to ensure that our Indian people have these very, very basic services available to them as soon as possible.

Mr. CÔTÉ: Mr. Chairman, we are working towards that. It is a question of water and the rest of it for those who can afford to pay for it; that they shall make a contribution. And these are not taxes; these are services rendered. I think the Indians accept this, and are prepared to move in that direction, and as fast as we can do it, it shall be done.

Mr. ORANGE: Just one final question: I know this may be difficult to answer at this stage, but do you believe that within a period of time there can be a program laid out so that in all the communities throughout Canada, really, where these services are not available, electrical services and water and sewerage services will be available wherever possible?

Mr. CÔTÉ: Yes, we will try to make that available, sir. It is a question of people. I find that there is a great lack in our department of information services to provide this information, and I am examining the possibility of extending these services, and I hope that this will be agreed to by the government.

Mr. ORANGE: We will support you on that.

Mr. BALDWIN: Mr. Chairman, I am on the same line. I appreciate the Department's view that for the first time, at least, there is a specific program of so much money, and I know that they must feel grateful for that. But I say quite frankly, and I asked for a lot of information which the Department could not furnish, having in mind the facts within my own knowledge, backed up by some statistics I have been looking at, that the amount of money is just about 50 per cent of what is required; just about half enough. I think we should be frank and we should say this. Now, I am going to ask one or two questions of Mr. Côté to indicate my point. I looked back at the census given for 1959, and the increase in population which has taken place, and I have in mind the number of new family formations in the northern areas with which I am particularly well acquainted. I am basing my question on this statistical table which you know is

furnished with the book by the annual report and Indian Act which we had some years ago; it deals with 1959 figures. Now, I see that for Alberta there is a total of 3,502 houses with 665 new houses being required as of March, 1965. I imagine this was when this survey was first made, and we are now something over a year late, and 878 houses required over a five year period.

The first table then gives for Alberta 662 houses with one room, 922 with two rooms, and so on. Now, my suggestion is that, knowing the number of houses which are in the northern areas with which I am acquainted, I would say that 80 or 90 per cent, at least 80 per cent of the houses within that northern area come within the one or two room category. I would also suggest that almost the same percentage applies, or possibly a slightly less percentage, to houses without electricity, without running water or septic tanks. If that is the case, then, having in mind the figure of 665 houses required as of March, 1965 which now must be extended a year, I would suggest that a good percentage of those alone for Alberta would be required in northern Alberta, covering both the west and the eastern side of northern Alberta.

Perhaps I am wrong; I hope that I may be told I am wrong on this, but certainly from what I know of the houses—and I have been in most of these reserves—I do not think I am too far out. If you estimated the new family formations over a five year period, I would think that over in the northern part of the province, you would get far more than 878 new family formations over a five year period, if I am even close to being correct on this. Quite obviously the basis on which the department has estimated, and which is contained in Appendix 4, is a very considerable underestimate of what is going to be required in the northern areas on the reserves. Now, I would like Mr. Côté to comment on that, and I hope he can tell me I am wrong.

Mr. CÔTÉ: Mr. Chairman, I do hope that Mr. Baldwin is wrong.

Mr. BALDWIN: Not about the new family formations then?

Mr. CÔTÉ: Not necessarily the new family formations, but on a statistical basis. The best analysis that we have been able to make in the department indicates the facts as set out here in Appendix 4. We may be quite underestimating the family formations. This may well be, and it has proven to be the case, that when the economic opportunities do offer, that people do move ahead much more rapidly, but at the present rates of family formations, looking at the houses now that seem to be acceptable, looking at the houses that require some upgrading, following the very exhaustive studies in 1965, the facts put before the Committee are those that we found on the ground, and the projections are those which seem to be appropriate.

There is only one factor that is not in this \$112 million, and that is the rising cost of construction. This is one factor that was put in as such, and I think the cabinet was made aware of this. But that being put aside, if we do achieve our objective of constructing the houses and meeting the family formations, and upgrading the houses, I think, Mr. Chairman, that on the basis of information available to us late last year we will have come to a point where we will have met the needs of the Indian peoples, as now seen, within five years. I should not be surprised, however, Mr. Chairman, that in about five years' time the circumstances may have changed; economic opportunities may

have provided for more family formations; that by that time the Indians seeing the sort of level of accommodation that they have, the job opportunities giving them a chance to see what they would like to have elsewhere, will want something better, and I should not be surprised if within five years time we will have different problems. But at least within five years we will have met the basic requirements of the Indians as seen now, and we will have something definite in that regard.

Mr. BALDWIN: Well, I hope so. We will know in five years which of us is right, and I hope you are right.

Mr. CÔTÉ: We will be that much further along the way, Mr. Chairman. There is a French proverb which says: "Le mieux est l'ennemi du bien." The better is the enemy of the good, and unless we start moving towards doing something good, we will not get anywhere.

Mr. BALDWIN: I agree with you 100 per cent. We must move; we are long delayed in moving. What I am afraid of is that we are moving too slowly, too late.

Mr. CÔTÉ: Mr. Chairman, I do not think, from the viewpoint of an administrator, that we can move any faster within the department.

Mr. BALDWIN: When I am saying the word "we", Mr. Côté, I am saying the Canadian people, and not the department of Indian affairs.

Mr. CÔTÉ: Oh, well, Mr. Chairman, I am not going to criticize the past, and those who had responsibility in the past years; the public awareness, the public support, of these programs, may not have been available until recently, and I know from talking with my two predecessors in this job the tremendous effort it has taken on the part of themselves and their ministers to achieve this level.

The only concern, and the very real concern, I have, Mr. Chairman, is that while the government has said you can have this amount of money to do a program, programs are not achieved only on money. They are achieved by people. It is a question of recruiting, of competent staff, of consulting the Indians, of achieving what the Indians would desire to have; this is the real crux of the problem, and I doubt our inability to move faster by virtue of the fact that we have to recruit and train people to do a job effectively.

Mr. BALDWIN: May I just end on this final note, either a suggestion or a question. Will you, Mr. Côté, bend your best efforts to taking a lot of these people who are in the areas involved, and giving them the essential training, so that they themselves will be employed in a co-operative effort in building their own houses, and that the large part of this \$112 million will stay in the ranks of the Indian people who are able and competent, with some training, to do this sort of work?

Mr. CÔTÉ: This is a basic part that we hope to achieve, to train men and to have them work in house building.

Mr. AIKEN: Mr. Chairman, my question is still on the matter of housing. I am trying to sort something out, and perhaps someone could help me. There seem to be three sources from which housing may come. Firstly, housing provided by the department itself under the plan; that is, what we might call

free housing; secondly, money from Central Mortgage and Housing under some arrangement that it is hoped to work out with them; and thirdly, through a federal-provincial agreement with the provincial authorities.

Now, my question is a really practical one. When you get to the reserve, firstly, who gets the house, secondly, who gets the free house, and thirdly, who gets the one that they have to pay for?

Mr. CÔTÉ: It is an intensely practical question. As to who gets the house, generally it is a question where we want to have the views of the Indian band.

The CHAIRMAN: I had hoped that we would be able to pass the estimates today, and we would require you for another few minutes.

Mr. BALDWIN: I will try. After all, I can only be here for a short time.

Mr. HOWARD: I wonder if you would not be better advised to have foggy glasses for the time being, and just not notice these things. And I say that, because I doubt whether we will get the estimates passed today.

The CHAIRMAN: Oh, if you feel that we will not get the estimates passed today, that is different. We had hoped we would, because this Committee has to leave. If we have difficulty getting a quorum with what we have, we will not get a quorum if seven members leave and go on a trip. We had hoped we would finish today. If you feel we will not finish today, that is another matter.

Mr. HOWARD: Well, for my own sake I would like to have—and I just pass this on as information—some indication about the effectiveness of the community development program, the goals and objectives, and some indication, perhaps by way of appearance of a witness, from someone from this Company of Young Canadians as to what that group conceives its role to be in so far as Indian villages are concerned.

Mr. CÔTÉ: This has not really been worked out yet in detail with the Company of Young Canadians, Mr. Chairman. We are in discussion with them, but it has not been worked out yet.

Mr. HOWARD: Well, I just tossed these out as a couple of items in which I was interested, and I wonder if we are going to make it.

The CHAIRMAN: Shall we try and finish if we can. Did you get your answer, Mr. Aiken?

Mr. AIKEN: No; Mr. Côté was just in the midst of answering my question. Perhaps he had better start from the beginning again.

Mr. CÔTÉ: Mr. Chairman, we do want the Indian bands to be involved in selecting who gets the houses, and they have—the very few bands with whom I have been in touch directly or indirectly—have a very clear concept of their own priorities. It may change from one area to another.

The welfare housing is very often a crying need, and so far as I have been able to see, the Indian bands give that the first priority. Then there comes the tussle for those who are able to earn and pay for some of the housing, and this is another priority.

In the course of the next short while, with the Indians deciding fairly well what they can or should do on the reserve, we hope to accommodate the people.

Mr. AIKEN: Just one further question: Do I understand, then, that basically the decision will be left with the band council?

Mr. CÔTÉ: This is primarily it.

Mr. AIKEN: And it will be in the nature of a recommendation from the council, I presume, to the department rather than a binding decision?

Mr. CÔTÉ: Rather than a what?

Mr. AIKEN: A binding decision. Let us say that the band perhaps decides that they are going to build houses for the three councillors, and the department may feel that there is a little bit of skulduggery involved, or personal interest.

Mr. CÔTÉ: I would suggest, Mr. Chairman, the question of self-government is a very difficult one, and we do have to take into account the views of the appointed representatives, the elected representatives, and let the democratic process develop, and I think they are pretty canny.

Mr. AIKEN: And they have a good many arguments too. I think I have the consensus of the answer, but this may in fact increase your problems rather than diminish them.

Mr. CÔTÉ: It may, but those of the elected members who do not do what the electors think are not in power at the next election; that sometimes happens, on the band.

Mr. DINSDALE: Perhaps this is a difficulty with local administration, too rapid change in local administration.

Mr. HOWARD: I wonder if I could ask a question with respect to page 2 of the Indian housing section. The item relates to guarantee of loans for un-reserved housing. I can appreciate the land tenure system is something that is peculiar to reserves, of course; but because of that normal mortgage arrangements cannot be made. I am quoting now from part of the report, which says, "and accordingly it has been necessary to work out in conjunction with Central Mortgage and Housing Corporation the method of financing with a guarantee of payment in the event of default." Could you expand upon this? What is this arrangement with C.M.H.C.?

Mr. CÔTÉ: What we are thinking of, Mr. Chairman, is a self-insuring provision by the Minister. We hope that something along these lines will be worked out.

Mr. HOWARD: But it is not worked out yet?

Mr. CÔTÉ: No, it is being worked out now. We will have to have authority in this regard.

Mr. HOWARD: Yes. I read it in the sense that the plan had been worked out, and—

Mr. CÔTÉ: I think the statement here, Mr. Chairman, is that it is proposed to seek the necessary authority to set up a guarantee procedure.

Mr. HOWARD: I was noticing that, too, that that reference to seek the necessary authority is not in this part of the report, although it is further back here when you refer to the effects of the—

Mr. CÔTÉ: That is on page 2, the last paragraph.

Mr. BATTLE: It is possible now, of course, under the National Housing Act, for guarantees to be made, but this has to be supported by band funds and the intent here is to make it possible to make a guarantee supported by public funds, and the Minister would make the guarantee, and this is the authority we are seeking.

Mr. HOWARD: Yes. I just wondered what the plan was. One other item I would like to raise is related to the activities of the Company of Young Canadians or the potential activities of that group.

I have some concern that it may backfire unless the company is extremely careful in what it does with respect to working out whatever they have in mind with native Indian villages, because very few things create more dissent—and this does not only apply to Indian people but to anybody else—very few things create more of a dissenting view than to have an outsider come along and tell you how to work things. Now, I think they call themselves Nishga; it is a group of bright-eyed university students whom I ran into in a couple of villages in Saskatchewan last year. With all their idealism and enthusiasm, and all the gentleness that I found they had, they did not want to intrude, did not want to push themselves, they are just there to sort of study and examine and understand. This resulted in a reaction in many villages against this sort of intrusion.

First, I prefer the Company of Young Canadians to keep out of villages, out of Indian reserves, because if they do not, then it is implicit in their thought that they are doing something that the Indian Affairs branch should perhaps have been doing, and there may be some doubts whether this is fully doing that or not. But if there is going to be some relationship between the Indian Affairs branch and the Company of Young Canadians, I would suggest that they be extremely careful in what takes place. For my own sake, I would prefer they stay out of it; there is enough difficulty now with so-called outsiders coming along and working out all these fanciful plans.

Mr. CÔTÉ: I think that the point taken by Mr. Howard is well taken, and it is one that we have had very much in mind. But I could not say that we would not welcome outside help in this general regard; it is a question of having this well conditioned. There are problems of intrusion, it is quite true, and we have to proceed cautiously.

Mr. BATTLE: One of the requirements, of course, will be that there will be consultations with the Indians and consent with the band council before we even move in.

Mr. HOWARD: No, this does not meet the thing, because you will find that it may be possible to obtain consent of the council with it realizing fully what may be taking place, and without their having full knowledge of the intellectual maturity of the people who are in the group of Young Canadians, and it is only subsequently that you find the difficulty, when the damage is done.

Mr. CÔTÉ: We find that when this situation arises, councils are quite clear to withdraw their permission, and they are prepared to do that.

Mr. HOWARD: Well, this was the only thing I had about that. The other was in the field of community development. I do not want to be one to protract

things unnecessarily, but this is the program, I think, for which Mr. Battle is primarily responsible, because it was his baby, as I gather, in his earlier years in the Indian Affairs branch, and the thing that in general terms may do as much good as anything else. As I understand it so far, some of the community development officers are really not too sure of what it is that it is desired to do. Up until now, it has been a sort of an empirical research program to try to develop something as we go along.

Mr. CÔTÉ: Action research, as some people call it.

Mr. HOWARD: I just wondered if anything has jelled yet, or is it still in the stage of wondering, or researching?

Mr. CÔTÉ: Some of the people have been moving out into the field, and have been trained, and they are very useful as I indicated, I think, on a previous occasion. The community development officers are somewhat like leaven in the bread. If there is no leavening, the bread is rather flat, and if you get too much leavening, you get bubbly bread. There is a question there of training and development on their part, and generally the infusion of the idea and the development among the Indians, I think, is progressing fairly well.

Mr. HOWARD: I have one question of a procedural nature now, Mr. Chairman. Assuming the estimates are approved here and recommended to the House for approval, and along with that the request and recommendation for the visitations and the travelling, what is our position then respecting a subsequent report and recommendation? I think it is not good enough simply for the Committee to have examined the estimates and then said, well, we recommend them for approval, without going into a bit more depth and detail, and founding something else upon these trips and tours. As Mr. Watson asked earlier, what is the purpose of them unless we can put all of our impressions and understandings together afterwards, and prepare some sort of written report with whatever recommendations the committee might conceive are desirous. Procedurally, where do we stand?

The CHAIRMAN: Well, as I understand it, first of all, if the committees are to go on these trips, and we are to have quorums, obviously we would have to either delay the trip in June if we do not pass the estimates today, because we cannot form a quorum without it.

And further, I was going to state that if, apparently, as has been pointed out, the estimates, as Mr. Baldwin I think said, are only about half of what is needed, it would seem that as regards the committees that are going out on these trips, whatever recommendations they will make will only, if they are to have any effect, have effect on the next estimates, but not on these, I would think. I do not know.

Mr. HOWARD: No, what I am getting at is this. Presume that we pass the estimates today,—and I have no disposition to do otherwise, really—we make a report to the House. That matter which was referred to us, which were the estimates, has been dealt with, at that stage; we would then—

The CHAIRMAN: As I understand it, the subcommittees that are going on these trips are not going with respect to the items raised in the estimates, but are going generally—

Mr. HOWARD: The subcommittees cannot go with respect to the items referred; if we are going to report them back again, then we have dispensed with that which the House has referred to us. I am concerned about a subsequent report, about a report to the House based upon what the subcommittees discover.

Mr. BALDWIN: If our request to the House in terms of reference contains a suggestion or a statement that we report back, it is automatically covered. If when we ask leave of the House to form a subcommittee to adjourn from place to place, or whatever else we are going to do, and to report back, that automatically covers it. It has to be included in the motion we make now.

Mr. HOWARD: This is what I am trying to get to, because I would not want to see us run into a dead end and—just end up having made a trip and—

Mr. BALDWIN: You want it to be incorporated in the report to the House, whatever we decide following our trip?

Mr. HOWARD: Yes.

The CHAIRMAN: I understand that when the steering committee makes up its report, assuming that the estimates will be passed, we will come back to this committee for the approval of the report before it does go to the House. And when it does go to the House the steering committee will indicate in the report that the estimates have been passed, but that a further report will be made by the subcommittee that are going on these tours.

Mr. BADANAI: In your report to the House, after passing the estimates, if you include as a rider what was suggested by Mr. Baldwin, you will cover the situation.

The CHAIRMAN: That is exactly what we intend to do. The steering Committee will do that.

Mr. BADANAI: I might say that I have consulted Mr. Ollivier, the parliamentary counsel, on this very matter because it concerns my committee on Northern Affairs and National Resources. I mean to ask this and the most important, feature of the committees' work is to pass the estimates. There is nothing more important than that, and after you have passed the estimates, there is still room, if you wish, to continue discussion on other matters, provided you get the approval of the House, and that was covered by—

The CHAIRMAN: I think we will follow the suggestion by Mr. Baldwin, if that meets with the approval of the committee.

Mr. HOWARD: If this meets the procedural doubt, fine; it does not really matter what the mechanics are, so long as we do not close the door on ourselves.

Mr. AIKEN: Mr. Chairman, is the question of the report included in the resolution what we have already passed, to be reported to the House?

The CHAIRMAN: Yes. What was the suggestion?

Mr. AIKEN: For the setting up of subcommittees with power to adjourn from place to place in Canada. And are the words "and report" in that motion which we passed, or do we have to amend it?

The CHAIRMAN: It is not in the resolution as we have it at the moment, but in the steering committee's report back to the next meeting, we can include that and pass it at the next meeting.

Mr. BALDWIN: After consultation with Mr. Ollivier and also make sure of the points brought up by Mr. Howard.

The CHAIRMAN: Yes, that is right. It will be covered, because the report of the steering committee has to be approved by this Committee before it can go to the House.

Mr. HOWARD: Before we make a report, then, we will do that.

The CHAIRMAN: That is it. Will Item No. 30 carry?

Carried.

Mr. DINSDALE: Before it carries, there is just one comment, and this might be handled by correspondence. I do not want to delay the approval of the estimates. I was going to ask some questions on community development, because it is a very important part of the whole problem. Now, the community development branch has been losing key personnel, like Mr. Walter Rudnicki to the war on poverty, and as Mr. Côté has intimated, the competition for skilled personnel is very critical at the moment. I will just ask the question, and so that we can all get away, the reply can be given to me by correspondence. Is the war on poverty going to be of assistance to the real war on poverty which exists on the Indian reserves, or is it competing for personnel in this very critical area? I do not want to delay the committee any further; we can pursue this when the estimates are reported back to the House, but I would like to get some background information for purposes of discussion in the House.

The CHAIRMAN: Shall we call Item No. 35?

Item agreed to.

The CHAIRMAN: Thank you, gentlemen.

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OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

LIBRARY

STANDING COMMITTEE

ON

Indian Affairs, Human Rights and Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN

PROCEEDINGS

No. 5

THURSDAY, JUNE 16, 1966

Respecting

Estimates (1966-67), Indian Affairs Branch of the Department of
Northern Affairs and National Resources

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and Messrs.

Aiken,
Alkenbrack,
Badanai,
Baldwin,
Bell (*Carleton*),
Crossman,
Dinsdale,
Grafftey,

Haidasz,
Howard,
Langlois (*Chicoutimi*),
Macaluso,
Moore (*Wetaskiwin*),
More (*Regina City*),
Munro,
Orange,

Orlikow,
Prud'homme,
Reid,
Skoreyko,
Tremblay,
Watson (*Châteauguay-
Huntingdon-Laprairie*),
—(24).

(Quorum 10)

Fernand Despatie,
Clerk of the Committee.

ORDER OF REFERENCE

TUESDAY, June 14, 1966.

Ordered,—That the quorum of the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration be reduced from 13 to 10 members.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

REPORTS TO THE HOUSE

THURSDAY, June 16, 1966.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration has the honour to present its

SECOND REPORT

Your Committee recommends:

- (1) That it be granted leave to resolve itself into three Subcommittees composed of seven members each, to be named by the Chairman in consultation with the Subcommittee on Agenda and Procedure, for the purpose of obtaining further information relating to matters affecting Indians and living conditions of Indian communities, and so report from time to time to the House through the main Committee.
- (2) That these Subcommittees be granted leave to sit while the House is sitting when meeting outside the precincts of Parliament and to sit notwithstanding any adjournment of the House and be permitted to adjourn from place to place within Canada.
- (3) That the necessary supporting staff accompany the said Subcommittees.

Respectfully submitted,

MILTON L. KLEIN,
Chairman.

THURSDAY, June 16, 1966.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration has the honour to present its

THIRD REPORT

1. Pursuant to its Order of Reference of Tuesday, March 22, 1966, your Committee had before it for consideration the items listed in the Main Estimates for 1966-67, relating to Indian Affairs.

2. Your Committee held 7 sittings and heard statements and evidence from the Honourable Arthur Laing, Minister of Northern Affairs and National Resources; from Mr. B. A. Côté, Deputy Minister, Department of Northern Affairs and National Resources; from the following officials of the Indian Affairs Branch of the Department: Messrs. R. F. Battle, Assistant Deputy Minister; L. L. Brown, Chief, Federal-Provincial Division; C. I. Fairholm, Head, Secretariat.

3. Your Committee has considered the Estimates for 1966-1967 relating to Indian Affairs (being items 30 and 35) and commends them to the House.

4. A copy of the Minutes of Proceedings and Evidence (*Issues Nos. 1 to 3*) is appended herewith.

Respectfully submitted,

MILTON L. KLEIN,
Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, June 16, 1966.

(7)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 11.15 a.m. this day, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Aiken, Badanai, Baldwin, Bell (*Carleton*), Crossman, Dinsdale, Haidasz, Howard, Klein, Moore (*Wetaskiwin*), Orange, Orlikow—(12).

The Chairman read the Second Report to the House and the Committee agreed to the wording.

A draft Report to the House regarding items listed in the Main Estimates for 1966-67, relating to Indian Affairs was then read by the Chairman. On motion of Mr. Badanai, seconded by Mr. Crossman, it was unanimously resolved that the Chairman be authorized to present the Report to the House.

At 11.30 a.m., the Committee adjourned to the call of the Chair.

Fernand Despatie,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, June 16, 1966.

● (11.15 a.m.)

The CHAIRMAN: Gentlemen, I see a quorum.

The Second Report, which will be presented to the House today in connection with the resolutions that were passed, will read as follows:

Your Committee recommends:

1. That it be granted leave to resolve itself into three Subcommittees composed of Seven members each, to be named by the Chairman in consultation with the Subcommittee On Agenda and Procedure, for the purpose of obtaining further information relating to matters affecting Indians and living conditions of Indian communities and so report to the House through the main Committee.
2. That these Subcommittees be granted leave to sit while the House is sitting when meeting outside the precincts of Parliament and to sit notwithstanding any adjournment of the House and be permitted to adjourn from place to place within Canada.
3. That the necessary supporting staff accompany the said Subcommittees.

Mr. HOWARD: Mr. Chairman, I do not have a copy of this; could you read that part about reporting to the main Committee?

The CHAIRMAN: Yes; it reads as follows:

—of obtaining further information relating to matters affecting Indians and living conditions of Indian communities and so report to the House through the main Committee.

Mr. HOWARD: I would like to suggest, Mr. Chairman, that if we were to insert in there the words "so report from time to time" this would provide us the opportunity, if something comes up on which we want to report or make a recommendation, of doing so without killing the activities of the Committee. If we have not got that in there we only have authority to make one report. In the event of a development needing urgent action, it leaves the door open to us.

The CHAIRMAN: I will read paragraph 1 over again and then it will read as follows:

Your Committee recommends:

1. That it be granted leave to resolve itself into three Subcommittees composed of seven members each, to be named by the Chairman in consultation with the Subcommittee on Agenda and Procedure, for

the purpose of obtaining further information relating to matters affecting Indians and living conditions of Indian communities, and so report from time to time to the House through the main Committee.

Does that meet with the approval of the Committee?

Agreed.

Gentlemen, the third report, after consultation with the steering Committee, is recommended to read as follows:

Third Report:

1. Pursuant to its Order of Reference of Tuesday, March 22, 1966, your Committee had before it for consideration the items listed in the Main Estimates for 1966-67, relating to Indian Affairs.
2. Your Committee held seven sittings and heard statements and evidence from the Honourable Arthur Laing, Minister of Northern Affairs and National Resources; from Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and National Resources; from the following officials of the Indian Affairs Branch of the Department: Messrs. R. F. Battle, Assistant Deputy Minister; L. L. Brown, Chief, Federal-Provincial Division; C. I. Fairholm, Head, Secretariat.
3. Your Committee has considered the Estimates for 1966-67, relating to Indian Affairs (being items 30 and 35) and commends them to the House.
4. A copy of the Minutes of Proceedings and Evidence (Issues Nos. 1 to 3) is appended herewith.

Are there any corrections or additions to the report? Could I have a motion on this?

Mr. BADANAI: I so move.

Mr. CROSSMAN: I second the motion.

The CHAIRMAN: It is moved by Mr. Badanai and seconded by Mr. Crossman that the Third Report be adopted as read.

Mr. HOWARD: Mr. Chairman, what was the report you read prior to this one?

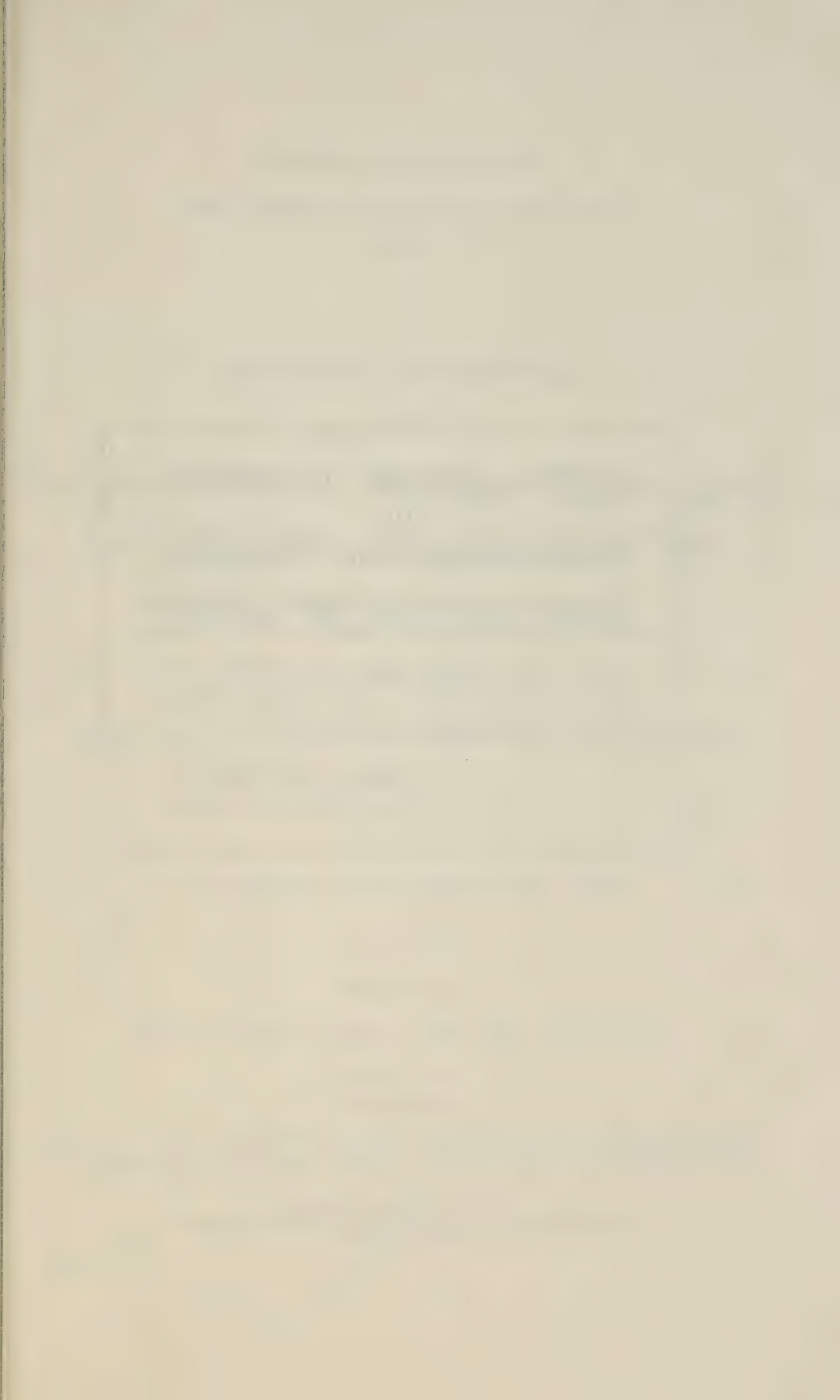
The CHAIRMAN: The report I just read prior to that one was the Second Report; this is the Third Report.

Mr. HOWARD: Oh; I see.

The CHAIRMAN: The Second Report being the suggested one. This is the Third Report.

Motion agreed to.

The CHAIRMAN: The meeting is adjourned, gentlemen, to the call of the Chair.



OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

STANDING COMMITTEE
ON

Indian Affairs, Human Rights and Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 6

TUESDAY, NOVEMBER 22, 1966

Respecting
Matters affecting Indians and Indian communities

WITNESS:

Mr. G. E. Bell, Federal-Provincial Relations, Indian Affairs Branch,
Department of Indian Affairs and Northern Development.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and

Mr. Aiken,	Mr. Howard,	Mr. Orlikow,
Mr. Alkenbrack,	Mr. Langlois	Mr. Prud'homme,
Mr. Badanai,	(Chicoutimi),	Mr. Reid,
Mr. Baldwin,	Mr. Moore	Mr. Skoreyko,
Mr. Bell (Carleton),	(Wetaskiwin),	Mr. Tremblay,
Mr. Crossman,	Mr. More (Regina City),	Mr. Watson
Mr. Dinsdale,	Mr. Munro,	(Châteauguay-
¹ Mr. Duquet,	² Mr. Nasserden,	Huntingdon-Laprairie).
Mr. Haidasz,	Mr. Orange,	—24

(Quorum 10)

Fernand Despatie,
Clerk of the Committee.

¹ Replaced Mr. Macaluso on November 17, 1966.

² Replaced Mr. Grafftey on September 9, 1966.

ORDERS OF REFERENCE

WEDNESDAY, July 13, 1966.

Ordered,—That the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration be empowered to adjourn from place to place within Canada for the purpose of obtaining further information relating to matters affecting Indians and Indian communities; and that, for this purpose, the said Committee be authorized to sit while the House is sitting or during adjournments of the House; and that the Clerk of the said Committee and necessary supporting staff do accompany the said Committee.

FRIDAY, September 9, 1966.

Ordered,—That the name of Mr. Nasserden be substituted for that of Mr. Grafftey on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

THURSDAY, November 17, 1966.

Ordered,—That the name of Mr. Duquet be substituted for that of Mr. Macaluso on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

Attest.

LÉON-J. RAYMOND

The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

FRIDAY, November 18, 1966.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration, having been duly called to meet at 9.30 a.m. this day, the following members were present: Messrs. Alkenbrack, Haidasz, Howard, Klein, Orange, Watson (*Châteauguay-Huntingdon-Laprairie*)—(6).

In attendance: Mr. G. E. Bell, Federal-Provincial Relations, Indian Affairs Branch, Department of Indian Affairs and Northern Development.

At 9.55 a.m., there being no quorum, the members dispersed.

Fernand Despatie,
Clerk of the Committee.

TUESDAY, November 22, 1966.

(8)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 11:20 a.m. this day, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Badanai, Baldwin, Crossman, Haidasz, Howard, Klein, Moore (*Wetaskiwin*), Orange, Orlikow, Roxburgh, Skoreyko, Tremblay and Watson (*Châteauguay-Huntingdon-Laprairie*)—(13).

In attendance: Mr. G. E. Bell, Federal-Provincial Relations, Indian Affairs Branch, Department of Indian Affairs and Northern Development.

The Chairman introduced Mr. Bell, who gave a brief résumé of the proposed tour to Southern Ontario Indian reserves. Copies of the itinerary were distributed. Suggestions were made to alter the length of the visits at certain of the communities on the tour. The Chairman noted that any changes now would only delay the scheduled departure time. He also noted that because this is the first in a series of tours planned by the Committee, there will be an opportunity to consider visits to additional communities, such as the Six Nations reserve at Brantford, which was mentioned during the discussion.

It was moved by Mr. Badanai, seconded by Mr. Skoreyko,

That the proposed itinerary tabled at this meeting be adopted. The motion was carried, on division.

The Chairman noted that the Committee's quorum is ten members. There must be at least this number of members who indicate their intention to make the tour, before the final arrangements can be made. The Clerk was requested to poll the members on this subject.

On motion of Mr. Haidasz, seconded by Mr. Crossman,

Resolved, on division,—That the Committee's resolution of June 14, 1966, pertaining to visits to Indian communities, be replaced by the following:

—That reasonable living and travelling expenses of the members of the Committee and of the necessary supporting staff in attendance be defrayed out of the moneys to be provided by the Treasury.

The Committee agreed that its meetings during the tour would be of an informal nature, without the necessity for recording equipment. There was no objection to coverage of the tour by any of the news media which may be interested.

At 11:43 a.m. on motion of Mr. Watson (*Châteauguay-Huntingdon-Laprairie*), seconded by Mr. Roxburgh, the Committee proceeded to an *in camera* session, to discuss a subject referred by Mr. Howard.

The meeting adjourned at 11:50 a.m. to the call of the Chair.

Hugh R. Stewart,
Acting Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, November 22, 1966

The CHAIRMAN: We have here today Mr. Bell who has an agenda prepared for the proposed short visit to some Indian reservations. I would ask Mr. Bell to make a distribution of the proposed script.

Perhaps Mr. Bell might give us a short résumé of what this trip entails.

Mr. G. BELL: (*Federal-Provincial Relations, Indian Affairs Branch, Department of Indian Affairs and Northern Development*): Mr. Chairman, firstly and very briefly, a trip to the Caughnawaga in Montreal, going down on the early morning train and spending most of the day there, leaving by train that night. We have laid this on for Friday, going down to London and arriving in London at 11.00, and visiting Caradoc and seeing three councils and three reserves: going down to Sarnia that evening. The next morning, on the Sunday morning, visiting the Sarnia reserves and seeing the councils; going down to Walpole Island and visiting them, then going up to Kettle Point and coming back to Toronto that night. On the Monday we will be doing a trip to Christian Island and visiting the council and seeing the reserve. After a brief visit, going back to Toronto that night and then back to Ottawa.

Mr. CROSSMAN: Mr. Chairman, may I point out a way of saving the committee about three quarters of an hour's time in the morning. You would have us coming in here from Montreal at 9 minutes to five a.m. I would suggest that the committee leave the train at Dorval, which is much closer to Caughnawaga, which should make it at about 9.30 or 9.40 and we could be at Caughnawaga by 10.00 o'clock. What do you think? You would have an hour right there. There is no point in going into Montreal and driving all the way back out, when you can get off the train—the train does stop at Dorval.

Mr. BELL: That is all right.

The CHAIRMAN: Mr. Howard.

Mr. HOWARD: I do not know if you are going to deal—

Mr. ROXBURGH: Is there anything wrong with the suggestion? I think it is very good, do you not?

Mr. HOWARD: O.K. I just wanted it cleared the way. Mr. Chairman I am not too happy about the whole schedule as laid out here, for a variety of reasons. The first part and I think there is some reason to it, gives us approximately 8 to a very maximum of 10 hours say at Caughnawaga, to meet with and see what and talk with whomever we desire. But from then on I think we are cutting things far too fine. Let us just take a quick look at what we are doing on Saturday, or what it is proposed we do in the Caradoc agency. We meet with the Oneida council—just the council only—

The CHAIRMAN: What meeting are you referring to, is that the one Saturday?

Mr. HOWARD: On Saturday, right, from 12.35 to 1.45; this is a period of an hour that we will spend with the council at Oneida, and an hour does not afford very much time to do a great deal, really. Then we leave there and we spend another hour the same day with the Chipewyan-Muncey councils, and leave there and spend another hour that day, from 4.00 to 5.00 o'clock, with the Moravian council. And the next day, Sunday, is not much better. It gives us an hour or an hour and a half with the Sarnia people; a maximum of three hours at the outside with Walpole Island, and a maximum of an hour and a half at Kettle Point. On Monday we have a maximum of about four and a half hours at the outside at Christian Island—

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I think Mr. Howard has a point, Mr. Chairman.

Mr. HOWARD: If I do, I will let it rest at that. The point is, it would be an insult really to the native people to go charging in to a place and say "here we are for an hour and how are you" and talk with the council and have lunch in one or two cases, and then say goodbye. We will not see anything and we will leave behind a very bad flavour. You must remember that native people have a bad enough feeling about the Indian affairs and about government in Ottawa as it is, without us compounding it, and I would suggest that what we should do is that if at Caughnawaga eight to ten hours is satisfactory fine. I for one would be prepared that once we get to Oneida to stay there—if this is the first place we get to—for as long as is necessary to gain what information we feel is desired, and to make it look like we are not just racing through on a week end trip. I would like to see it completely revised to take into account that factor and if we are to spend Friday, Saturday, Sunday and Monday there, that we visit one place a day.

The CHAIRMAN: Before you make a suggestion I just want to point out one thing, I discussed this very point with Mr. Bell just a few minutes ago. There are two factors here. Number one, this Committee has to be back for November 29, because many members of this Committee are on the Northern Affairs committee, and this particular trip—unless we abandon the trip for the moment—has to be back here by the 29th. Number two, I said to Mr. Bell, "would it not be better to spend more time in one community as opposed to going to many communities and spending no time to speak of". And he said "well if you are in this vicinity and you visit the ones next to it or in the immediate proximity of it, you have alienated the affections of those that you have not visited".

Mr. HOWARD: Well, then, we would be better off to spend two or three days in the Caradoc agency if that is the case—

I have got another point which I did not get to. When the subcommittee met the other day with Mr. Battle, he made some suggestions that we might visit, and he mentioned a couple of other places, and I have special reference to the one at Brantford, the Six Nations reserve. To bypass this would be extremely bad, even as much as going right by and over or through the place or fairly close to it.

The CHAIRMAN: That could be done at another time.

Mr. HOWARD: Perhaps. Now, this is not a suggestion of an alteration; it is a critique of what is before us, and if we can work it out a different way, fine. But I just do not think we should go through these reserves like a brush fire.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Caughnawaga has been looked at and examined by more people and by more social scientists, and by more Indians and people who are interested in Indians, than any other reserve in this country. It has been done every year back to about 1800 at least. I would suggest that Caughnawaga has its problems, and they are different in many respects from the problems of other Indian reserves in the country because they are problems relating to its proximity to Montreal. The problems of Caughnawaga are not the type you are going to find in many other reserves, and therefore it is fairly unique in this sense.

I would respectfully suggest that members of the Committee can learn in three hours at Caughnawaga what they can learn in eight or ten hours at Caughnawaga, and I would suggest that one way of doing what Mr. Howard has hit upon here is this. He is suggesting that we are not spending enough time in some of the other reserves. If the Committee arrives in Caughnawaga at 10.00 in the morning, and then takes the Rapido to Toronto and then onwards in the afternoon they can leave Caughnawaga at one or two in the afternoon and get up to Toronto and London early in the evening even on Friday the 24th, and then spend the whole morning at the Oneida reserve and spend more time at the Caradoc reserve in the afternoon. You can save a whole morning there. Quite frankly, I do not think that the Committee is going to benefit a great deal by staying five additional hours in Caughnawaga. There are a certain number of things you can see, and you meet the local people there. It seems a bit senseless to me to spend 12 or 15 hours, or so, in Caughnawaga and only a very few hours with some of these other reserves that have more problems than Caughnawaga.

The CHAIRMAN: Mr. Crossman.

Mr. CROSSMAN: The gentleman was stating that with sufficient time on this schedule, it would be possible to leave on—

The CHAIRMAN: To leave on Thursday.

Mr. CROSSMAN: That is right, that would give us sufficient time.

Mr. ROXBURGH: Well, what is the reason? Might we want to see the reserves in Quebec. The original idea was that we would get to the different reserves and the different provinces. In Western Canada we might even work in two when we are out there because of the distance. Why do we need to go to Caughnawaga at all now? Mr. Howard has certainly brought up a very important matter. The Six Nations Indian reserve is one of the largest there is in Canada, and takes in exactly as it says, six nations. I think we could do Caughnawaga when we are doing Quebec, on a different set-up entirely.

The CHAIRMAN: One thing I want to point out to you is that time is now of the essence. All the arrangements have now been made for Friday. I would suggest that naturally if we come before any group such as this and suggest a

trip, there is always going to be someone who in all seriousness would have an alternative suggestion to any suggestion made. I would strongly suggest that we go on this trip as a pilot trip, as a pilot effort, and see how the thing works out, because all the arrangements were made. If you want to change the trip in the manner in which you are now suggesting, I do not think it will be practical to think in terms of leaving this week end. It is impossible to set it up because there are so many people that you will have to contact.

Now, on the question of visiting the Six Nations, as I understand it from Mr. Bell, it is intended to do this on a subsequent trip. This is not an exclusive trip which means there will be no others; there will be others but I think we ought to think in terms of sticking to this schedule, because of the shortage of time, and as an effort to see what mistakes are made on this, so we will not make mistakes on the subsequent trips.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I was a member of the Northern Affairs committee, which toured the Arctic this summer. We visited a number of communities in periods that were not any longer than 3 or 4 hours. We got a terrific amount of information. If you ask the right questions and tour around, you will find out what you need to find out in 2 or 3 or 4 hours. Now, in Caughnawaga I think the Committee members can see everything that is to be seen, and ask every question they can think of in a 3 or 4 hour period. They can then take the Rapido and get up to Toronto and get up to Six Nations reserve in the late afternoon even on Friday, if you check the schedule I think it is nonsense to spend a whole day in Montreal for a small visit to Caughnawaga.

Mr. HADASZ: Mr. Chairman, if too much time is allowed for the Caughnawaga reserve, perhaps we can devote a couple of hours to visiting the Indian pavilion in Expo 67. They have a pavilion there, there is a big totem pole up there, and Chief Delisle of Caughnawaga—

The CHAIRMAN: I think that is a very good suggestion, because if Mr. Watson is right we will have time to do what we want to do, and if he is wrong we will not have time to do it. Does that meet with the approval of the Committee?

Mr. HOWARD: You will find very few Indians or Indian problems at Expo 67. You can go if you like, Dr. Hadasz, but I would sooner stay in Caughnawaga.

The CHAIRMAN: I think, gentlemen, really it is impractical to try and change this schedule at this late date, and I would strongly recommend to the Committee that we proceed in accordance with this schedule.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, I would suggest that you poll the Committee to find out how many are going to go on this, because I cannot. I do not expect that you are going to find too many people able to go on it, and I think you should poll the Committee before you make definite plans.

The CHAIRMAN: Well we will poll the Committee, but we are not going to poll them here because we are going to poll the Committee on the basis of those who are not here also. According to the terms of reference the whole Committee should go and we need a quorum of ten even to start the trip. If we do not get ten we will not go.

Mr. ROXBURGH: We might as well poll those that are here now.

The CHAIRMAN: I would strongly suggest that we proceed with this program and see how it works out.

Mr. HOWARD: Mr. Watson entices me to say something about the United Nations, I think we should go to the U.N. but I am not going; I would sooner go on this trip.

The CHAIRMAN: Well, then, gentlemen, may I have a motion, if necessary, to approve this itinerary or—

Mr. HADASZ: One second, do you want to approve the whole itinerary?

The CHAIRMAN: Yes.

Mr. HADASZ: Well, we are stranded here in Toronto at 7.30; are there any arrangements from there?

The CHAIRMAN: You mean on Sunday.

Mr. HADASZ: On Monday?

The CHAIRMAN: On Monday.

We are leaving Toronto to come back to Ottawa on Monday night.

An hon. MEMBER: That is the plan.

Mr. HADASZ: There is a regional office in Toronto we could visit but it is too late.

The CHAIRMAN: Do I have a motion, gentlemen, to approve this itinerary?

Mr. BADANAI: I so move.

Mr. SKOREYKO: I second the motion.

Motion agreed to.

Mr. HOWARD: I should like to register my opposition to the schedule by vote, as I did earlier.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I would second his opposition, I vote too.

The CHAIRMAN: We would require the following resolution namely, that the reasonable travelling and living expenses of the members of the Committee and of the necessary supporting staff in attendance, be defrayed out of the moneys to be provided by the treasury. Do I have a motion to that effect?

Mr. HADASZ: I so move.

Mr. CROSSMAN: I second the motion.

Motion agreed to.

The CHAIRMAN: Now gentlemen, I would presume that these visits will not be in a sense an official sitting as we are now sitting, because in that case we would have to bring staff and equipment, and so on. I take it that the visits will be informal, rather than on a sitting basis; is that correct.

Now there is one other matter, and that is, I received a telephone call from CBC television asking permission to accompany the Committee. I do not know whether the television crew intends to be at every reservation, and I do not

know which reservations they intend to cover. May I have an expression of opinion from the Committee as to advisability, or are there any objections to television coverage?

Mr. HOWARD: Well, Mr. Chairman, it seems that the subcommittee on the procedure and agenda talked about this. And it seemed to me that all the Committee could do is make public the information that we are going—it is public anyway, because this is an open meeting—and if anybody from the world of the news media want to attend it is their business.

Mr. BALDWIN: Mr. Howard is right. We have objected to their coming into this committee room, we have objected to their coming into the House of Commons, but much as we may like or dislike someone I do not think we can really take any exception to that.

The CHAIRMAN: I take it there will be no objection.

Mr. BALDWIN: It is like the tail of a comet.

The CHAIRMAN: I take it there will be no objection.
Gentlemen, that concludes our—

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, I have taken a rough poll of the members here and there are only four or five including yourself who will be able to go on this trip.

The CHAIRMAN: Yes; there are others who have indicated their desire to go, so we will canvass the others and advise those who were polled here and want to go—

An hon. MEMBER: You will not have to communicate with every member.

The CHAIRMAN: Well we will poll—

Mr. MORE (*Regina City*): Mr. Chairman, we will have to have a little more notice of meetings in future.

The CHAIRMAN: Well, we did, we had a meeting last week but we did not get a quorum. We had a meeting on—

Mr. MORE (*Regina City*): It is the future that I am worrying about.

The CHAIRMAN: Yes, of course. Gentlemen, that is the end of the agenda. There is a matter that Mr. Howard would like to discuss, and I would, under the circumstances, ask that we sit in camera on the question of Mr. Howard's request.

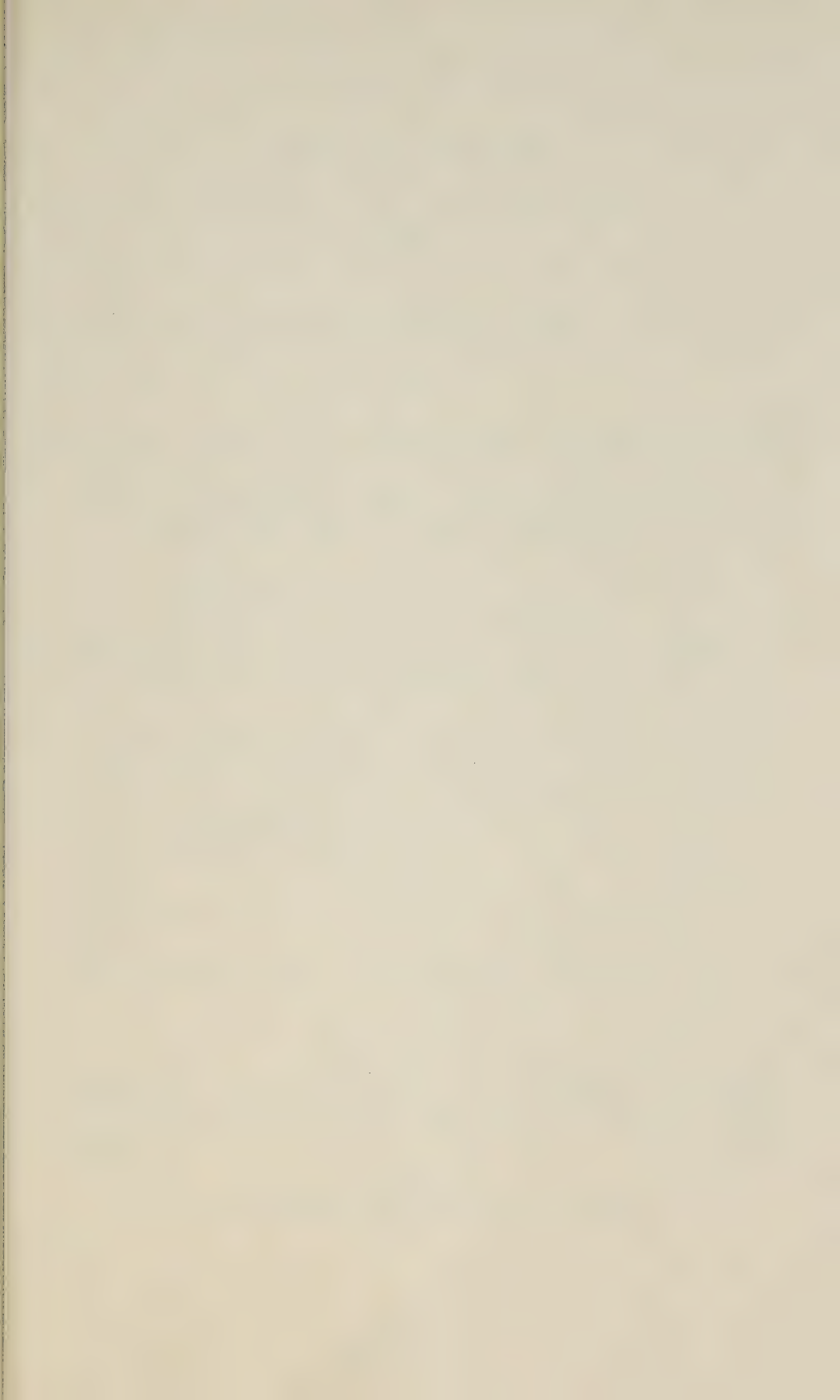
Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I so move.

Mr. ROXBURGH: I second the motion.

Motion agreed to.

An hon. MEMBER: Why, Mr. Chairman.

The CHAIRMAN: Because there is a precedent that may be established. Would you mind retiring, gentlemen, we will be only five minutes.



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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

STANDING COMMITTEE

ON

Indian Affairs, Human Rights and
Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

FRIDAY, JANUARY 20, 1967

TUESDAY, FEBRUARY 7, 1967

Respecting

Matters affecting Indians and Indian communities

WITNESSES:

The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; Mr. G. E. Bell, Federal-Provincial Relations, Indian Affairs Branch, Department of Indian Affairs and Northern Development.

ROGER DUHAMEL, F.R.S.C.

QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and

Mr. Aiken,	Mr. Haidasz,	Mr. Orlikow,
Mr. Alkenbrack,	Mr. Langlois	Mr. Prud'homme,
Mr. Badanai,	(<i>Chicoutimi</i>),	Mr. Reid,
Mr. Baldwin,	² Mr. McCutcheon,	Mr. Skoreyko,
¹ Mr. Barnett,	Mr. Moore	Mr. Tremblay,
Mr. Bell (<i>Carleton</i>),	(<i>Wetaskiwin</i>),	Mr. Watson
Mr. Crossman,	Mr. More (<i>Regina City</i>),	(<i>Châteauguay-</i>
Mr. Dinsdale,	Mr. Munro,	<i>Huntingdon-Laprairie</i>)
Mr. Duquet,	Mr. Orange,	—24.

(Quorum 10)

Fernand Despatie,
Clerk of the Committee.

¹ Replaced Mr. Howard on February 3, 1967.

² Replaced Mr. Nasserden on November 23, 1966.

ORDERS OF REFERENCE

WEDNESDAY, November 23, 1966.

Ordered,—That the names of Messrs. Barnett and McCutcheon, be substituted for those of Messrs. Howard and Nasserden on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

TUESDAY, November 29, 1966.

Ordered,—That the name of Mr. Howard be substituted for that of Mr. Barnett on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

MONDAY, January 30, 1967.

Ordered,—That the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration be empowered to appoint Subcommittees of not less than five Members which will report to the Main Committee but will enjoy all the other powers which have been granted to the Committee.

FRIDAY, February 3, 1967.

Ordered,—That the name of Mr. Barnett be substituted for that of Mr. Howard on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

REPORT TO THE HOUSE

THURSDAY, January 26, 1967.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration has the honour to present its

FOURTH REPORT

On Wednesday, July 13, 1966, the House ordered that the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration be empowered to adjourn from place to place within Canada for the purpose of obtaining further information relating to matters affecting Indians and Indian communities; and that, for this purpose, the said Committee be authorized to sit while the House is sitting or during adjournments of the House; and that the Clerk of the Committee and necessary supporting staff do accompany the said Committee.

In order to facilitate the implementation of this Order, your Committee recommends that it be empowered to appoint Subcommittees of not less than five members, which will report to the Main Committee but will enjoy all the other powers which have been granted to the Committee.

Respectfully submitted,

MILTON L. KLEIN,
Chairman.

(Concurred in on Monday, January 30, 1967)

MINUTES OF PROCEEDINGS

FRIDAY, January 20, 1967.

(9)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met *in camera*, this day at 10.10 a.m. The Chairman, Mr. Klein, presided.

Members present: Messrs. Alkenbrack, Badanai, Dinsdale, Haidasz, Howard, Klein, Langlois (*Chicoutimi*), Moore (*Wetaskiwin*), Prud'homme, Reid, Roxburgh, Watson (*Châteauguay-Huntingdon-Laprairie*)—(12).

The Committee had for consideration a draft report to the House. After discussion, on motion of Mr. Watson (*Châteauguay-Huntingdon-Laprairie*), seconded by Mr. Reid, it was agreed that the following paragraph be included in the said report:

"That in order to facilitate the implementation of the Order of Reference of July 13, 1966 the Committee recommends that it be empowered to appoint Subcommittees of not less than five members, which will report to the Main Committee but will enjoy all the other powers which have been granted to the Committee."

Various proposals pertaining to visits to Indian communities were discussed. The Subcommittee on Agenda and Procedure will prepare itineraries on the basis of these proposals.

At 10.45 a.m. the Committee adjourned to the call of the Chair.

TUESDAY, February 7, 1967.

(10)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 1.10 p.m. this day. The Vice-Chairman, Mr. Roxburgh, presided.

Members present: Messrs. Aiken, Badanai, Baldwin, Barnett, Haidasz, Langlois (*Chicoutimi*), McCutcheon, More (*Regina City*), Orange, Orlikow, Prud'homme, Roxburgh, Watson (*Châteauguay-Huntingdon-Laprairie*)—(13).

Also present: The honourable Arthur Laing, Minister of Indian Affairs and Northern Development.

In attendance: Mr. G. E. Bell, Federal-Provincial Relations, Indian Affairs Branch, Department of Indian Affairs and Northern Development.

The Chairman opened the meeting and read the Orders of Reference dated January 30, 1967 and July 13, 1966 respectively.

The Committee discussed the question of visits to Indian communities. The Minister offered suggestions regarding such visits.

On motion of Mr. Baldwin, seconded unanimously,

Resolved,—That the Subcommittee on Agenda and Procedure, after discussion with departmental officials, immediately establish several subcommittees to visit areas which are regionally distinct and representative and which require urgent consideration; and then report back to the Main Committee.

On motion of Mr. Prud'homme, seconded unanimously,

Resolved,—That arrangements be made by the Subcommittee and Agenda and Procedure for a subcommittee to visit the Indian communities at Caughnawaga and St. Regis on the 13th or 14th of February 1967.

Mr. Bell answered questions and agreed to supply the Committee with certain details concerning the planned visits.

At 2:05 p.m., the Committee adjourned to the call of the Chair.

Fernand Despatie,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, February 7, 1967.

The VICE-CHAIRMAN: Gentlemen, will you please come to order?

I am sitting here because Mr. Klein has a cold and is in bed. He telephoned me this morning.

It has been suggested that I should first read this:

That the standing committee on Indian affairs, human rights and citizenship and immigration be empowered to appoint subcommittees of not less than five members which will report to the main committee but will enjoy all the other powers which have been granted to the committee.

I imagine that these subcommittees will be official, will they not, once they have been approved in the House?

An hon. MEMBER: Yes.

The VICE-CHAIRMAN: They are regular official committees as is this full Committee here?

Mr. BADANAI: Once they have been approved by the House they have the same privileges and the same authority as the full Committee.

The VICE-CHAIRMAN: In other words, there may be two subcommittees travelling at the same time, and their reports to the Chairman of the main Committee will be official.

Mr. HAIDASZ: Mr. Chairman, who will appoint the chairmen of the subcommittees if either the plenary Chairman or the Vice-Chairman do not accompany the subcommittees?

The VICE-CHAIRMAN: I do not know; unless it is done by the Chairman himself, or the steering committee.

Mr. BADANAI: I think the subcommittees should elect their own chairmen.

The VICE-CHAIRMAN: They should elect their own chairmen?

Mr. BADANAI: Yes.

Mr. ORLIKOW: I think it should be on the record, Mr. Chairman, that I presume the purpose of these subcommittees is to make trips to the reservations about which we have talked on a number of occasions.

The VICE-CHAIRMAN: And to meet with the chiefs. I will now read this which is dated July 13, 1966:

That the standing committee on Indian affairs, human rights and citizenship and immigration be empowered to adjourn from place to place

within Canada for the purpose of obtaining further information relating to matters affecting Indians and Indian communities; and

That for this purpose, the said committee be authorized to sit while the house is sitting or during adjournments of the house; and

That the Clerk of the said Committee and the necessary supporting staff do accompany the said Committee.

Mr. AIKEN: Mr. Chairman, I think we all understand, from the debate we had last week, what the problem is and where we are going. May I ask what is the purpose of the meeting?

The VICE-CHAIRMAN: I will ask Mr. Bell, who is a member of the Department of Indian Affairs, to come forward to explain. We are trying to arrange the trip and there are a number of suggested dates for the first trip.

Mr. G. G. BELL (*Department of Indian Affairs*): Mr. Chairman, my understanding was that I was to come here today to receive your instructions about the dates on which you want to make the trips.

The VICE-CHAIRMAN: Yes.

Mr. BELL: And what reserves you want to see.

The VICE-CHAIRMAN: Do you not have any information on which of the reserves we will visit?

Mr. BELL: I have had nothing on that yet, sir.

The VICE-CHAIRMAN: It was suggested, I think, at the last meeting that we take time out for Caughnawaga and St. Regis, was it not?

An hon. MEMBER: As a first step.

The VICE-CHAIRMAN: Yes; as the first step.

Mr. ORLIKOW: Mr. Chairman, I am not on the steering committee so that I do not know whether any thought has been given to the time that we will spend at the reserves. It was discussed in the House and there was some criticism from all sides of the House that the original plan—and I am speaking from memory only—which provided for spending from one to two hours on some reserves, was not adequate.

I suggest that we agree now that the first trip be made to the two reserves mentioned, Caughnawaga and St. Regis, and that we agree to spend one full day at each of these reserves.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I agree in principle that it is a good thing to spend as much time as possible seeing the reserves. There are approximately 1,900 or 2,000 reserves in Canada.

I have said previously in this Committee, and I will say it again, that of all the reserves in this country that have had attention, Caughnawaga has had, perhaps, ten times as much as all the others put together. Everyone who wants to see an Indian reserve goes to Caughnawaga. It gets a great deal of attention. My own feeling is that you can see everything you want to see on both of these reserves; you might be able to fit them into one day, or you might be able to visit

Caughnawaga one day, and as St. Regis is 60 miles from here by car it might be a good idea to drive down from Ottawa to St. Regis for an afternoon visit.

When we made the trip across the Arctic, Mr. Chairman, you were among us, and we spent several very useful evenings meeting with citizens of Cambridge Bay, Frobisher, Tuktoyaktuk and two or three other places. We took perhaps three or four hours to do this, and I think we dealt with each of those communities pretty thoroughly. We walked around and then gave the citizens about two or three hours in which to express their criticisms.

I think this idea of spending 16 hours on a reserve is a little ridiculous. I do not think we need to do it. Let us not go overboard on it.

Mr. ORLIKOW: Mr. Chairman, I do not disagree with Mr. Watson. I think that after we have made this first trip we may have a better idea of what we want to do. We certainly cannot visit every reserve and spend a day in each one.

However, there are problems. St. Regis has not been visited as often as has Caughnawaga and there are some real problems there. I am not going to express any opinions at the moment; I am just going to recite facts. The department dismissed, or failed to renew the employment of, the community development officer at St. Regis some months ago. About two weeks ago the band's secretary was dismissed either by the band council or by the band council on the urging of the department. There was a meeting there on Saturday night, attended I understand by about 250 people at which they passed a resolution calling for the resignation of the whole band council. I understand that they had 400 signatures on Saturday demanding the resignation of the band council so that new elections could be held.

This is a reserve in which there are problems and I, for one, think that the members of the Committee, or those who go, should have enough time there so that they can form their own opinions, by listening to everybody who has an opinion, on what is happening there and what, if anything, is wrong.

The VICE-CHAIRMAN: Do you think, Mr. Orlikow, we could visit these on a trial basis?

Mr. BALDWIN: I feel that there is a certain degree of truth in what Mr. Orlikow has to say, but is this not a matter which would be better left to the subcommittees themselves once they become specially charged with the knowledge of the peculiar situations which they are going to investigate? We hear a lot of talk about the Indian problem. I think it is more a case of a lot of Indians who have problems and that their problems differ in the areas and places where they live.

I have been in touch for some time with Mr. Orange, the member for the Northwest Territories, and we have been particularly anxious to mount a trip with a subcommittee into the northern part of Alberta, Saskatchewan and into the Northwest Territories.

Not so long ago, the Committee may recall, we had two witnesses who came down and appeared before the Committee and who were allegedly representing the interests of the band in what is known as the Fox Lake area. They made certain representations and received quite a lot of publicity when they went back. I have been in touch with that situation, both before and afterwards, and I

know that since then two teams from the Company of Young Canadians have gone in there and made certain investigations.

A trip of the kind which I have in mind and with which Mr. Orange, I may say, is in agreement, would involve a preparation of several weeks. You could go into Hay River by commercial aircraft, but into Fox Lake and some of the other reserves, such as Chipewyan and Hay Lake and so on, you would need small aircraft. It would have to be arranged well in advance.

I think that the time to go to a place like that is in the winter when conditions are at their worst, to see just what the facts are and to talk to the people at that time. It would take some arranging, and I would suggest, if it can be done, the division into the various subcommittees as soon as possible, and that the members indicate their preference and try to arrange these trips; and possibly let the members of the subcommittees come to some conclusions rather than have some of us, who may not be able to participate, or to go to the same meetings, try to influence the course of events on which they may, themselves, have come to a decision. This is my suggestion.

Mr. BARNETT: Mr. Chairman, I think it should be obvious from the outset that—at least not while any of us are still alive—this Committee is not going to visit all of the reserves in Canada.

It does seem to me that there are two questions here. One is the matter of the procedure of the Committee, and the other, as I see it, is a matter, of the policy approach that the Committee might take. I think one of the first questions on which we should come to some understanding is how many functioning subcommittees of the Committee can be established and how many members are available and willing to go on these trips. The second thing, I think, is that we should recognize the wide variety of problems that the Indian people have and the great differences that there are in different regions of the country and attempt to make an intelligent selection by what I might call the use of a sampling technique; in other words, that we would visit reserves where problems seem to be most imminent, or in such a manner as to give the subcommittees, and through them, the full Committee, a broader perspective on what is required as far as the Indian people are concerned.

I have no quarrel with the suggestion that the first subcommittee visit be made to the reserves mentioned, which are fairly easily accessible, but I do think that we should have some thought of the practicalities of planning the kind of visits about which Mr. Baldwin has been talking, which involve more in the way of logistics, and also more in the way of the length of time away from Parliament Hill.

I would suggest that we decide now either to come to a decision on the number of subcommittees, or request the Committee on Agenda and Procedure to decide on the creation of one, two or three subcommittees, whatever might seem appropriate.

The VICE-CHAIRMAN: Thank you, Mr. Barnett. Mr. More.

Mr. MORE (*Regina City*): I had a similar idea. I was going to talk about the Committee on Agenda and Procedure, and I presume that is a steering committee, so called, to which you are referring?

An hon. MEMBER: I wonder if the steering committee should not be a group sizable enough to look at the picture and to report back with a proposed agenda?

The VICE-CHAIRMAN: Especially after this one trip that we are planning.

The Minister is here. Mr. Laing, would you care to say anything at this time?

The Hon. A. LAING (*Minister of Indian Affairs and Northern Development*): No; my purpose in coming, Mr. Chairman, was only to try to convince this Committee that I have some interest in Indian affairs. I am going to try to attend Committee meetings a little more regularly from now on.

The committee system in our government is based on the assumption that a committee is its own director, and although charges have been made in the House that the government tripped up the Committee, and so on, I do not think that these are valid at all. The Committee had difficulty making up its mind where to go.

I had thought, and had accepted the idea at once when it was first broached to the Committee, that it would be one of the better ideas if members of the Committee could see some reservations in Canada.

Mr. Watson; you are wrong. We have 2,300 reserves in Canada, of which some 1,860 are in British Columbia, and the best that the Committee could do would be to visit a microcosm of the whole problem. I would think that we could come down to a discussion of six, eight or ten reserves at the outside that would be representative.

You had made the decision to visit two reserves before I came in—Caughnawaga and St. Regis. They are not representative of Canadian Indian reserves at all. We have some terrible conditions on the reserves in the country, and there are no terrible conditions at either of those reserves. However, I do think that you could pick out eight, or ten, or twelve, at the outside, that would be representative. You have to pick out some that are known to be without resources, where the people are in a very, very bad state, so that you have representative reserves.

We have been doing a number of things lately in the department, Mr. Chairman. We have probably, to a considerable extent, addressed ourselves to the reserves where progress could be made more quickly than other reserves. We have one or two instances in British Columbia today where, I think, an open-minded white man would say that probably an Indian could run things as well as a white man. We have an Indian manager in one reserve letting contracts of up to half a million dollars and making agreements with people to build high-rise apartments; they are running their own affairs, and are completely in charge of their own funds. We have extended this authority to a great number of reserves.

We hear about all the bad things but there is no portrayal of the good things that are going on. Some astonishing progress has been made, particularly in my own Province of British Columbia, but not there alone; in other parts of the country, as well.

I would think it would be a fine thing for the members to see representative reserves. You cannot see very many. I would think that within ten or twelve you

would get representative reserves, if you discussed it with my officials and asked them which reserves are the really bad ones, and which are the representative reserves across the board.

Thank you very much, Mr. Chairman, for noticing my presence. I will try to attend more often.

The VICE-CHAIRMAN: What is the feeling of the Committee now? Mr. Laing and gentlemen, the idea at the back of all this was that although we realize that these two reserves have been visited frequently, as Mr. Watson has pointed out, we had such trouble getting started previously that we thought we would make this a trial run to see actually how long it took. Following that, we could consult with your department about seeing other reserves across Canada.

It was impossible previously to visit 10, and we are asking the House today, if we get there in time, to make it possible for subcommittees of five members, which would be within the rights of Parliament, to visit different—

An hon. MEMBER: We have already done that.

The VICE-CHAIRMAN: You are right; we have that. Actually today we are trying to arrange the trip to these two reserves; and when they come back they will make a general report and possibly, as has been suggested, leave it to the steering committee in consultation with the department, to see what we can do across Canada. Is that the idea?

Mr. BALDWIN: May I complement that by saying that if you wait until you have had your trip and have come back and had this committee meet—time is not really on our side, now. We do not know just when the session is going to end. The government house leader has expressed a certain view about next month, but we do not know whether or not we will reach that objective. I must point out, however, that once that date arrives this session ends and we will start a new session this Committee collapses—the members have finished their work—and we will have to go through the procedure of constituting the Committee and coming to the House and asking for terms of reference; and it may well be a very considerable period of time, under our present system—for which I really blame no one but ourselves, as a whole—before we are competent to start again.

I would hope that contemporaneously with arranging the trip to these reserves close by the steering committee would give immediate attention at this time, in consultation with the Minister and his officials, to setting up one or two other trips with other subcommittees, because they are going to take some time to arrange. I say quite confidently that if this is not done at once, we will not get off the ground, other than the trips to the reserves close to Ottawa.

If we are going to do anything along the lines suggested by the Minister—with which I thoroughly agree—of picking out areas some distance away this will have to be initiated immediately.

Mr. LAING: If I may say so, our officials will help you with that at once.

I think that you have to get down to a regional basis. In Mr. More's area there are large land holdings which are at least productive, in many instances. Southern Alberta is full of them. I am supposed to be the executor for Indian estates. Last year we had a situation where an Indian left an estate of half a

million dollars. There are other cases where there are large landowners in northern Alberta, where the land is not productive. If you are going to visit representative reserves within a limited number of 10 or 12 some attention has to be paid to regional differences, as well, because the situation is that in many of those instances the Indians are not living on those reserves and yet they are drawing income from them. You have situations, such as at Caughnawaga, where they are residents on the reserve but earning their money off it. These things should be borne in mind if you are going to balance out and get your so-called, Indian problem before your eyes.

Mr. BARNETT: Mr. Chairman, I have a comment on the last point or two raised by Mr. Baldwin on the duration of the Committee. This particular Committee is not the only House committee that is, as it were, in mid-stream on various matters. The Northern Affairs Committee, for example, is also in the middle of certain things. It does seem to me that there would be little difficulty in obtaining agreement among the members of the Committee, through our respective party house leaders—if we urge that steps be taken because we understand that there will be a new session beginning shortly after the end of the current one—for the speedy reconstitution of the Committees, with probably a renewal of the existing terms of reference where it is appropriate—and I think that it would be, in the case of this committee. That is one point. I feel that the situation should not prevent us, at this time, projecting forward plans beyond the duration of the current session. This is a standing committee of the House and I cannot see why anyone would object to its being reconstituted so that if plans are underway it could visit more distant reserves.

Mr. ORANGE: Mr. Chairman, I am inclined to agree with Mr. Baldwin in spite of Mr. Barnett's optimism. I am just afraid that it will take time to get these things organized once again.

Coming back to what Mr. Laing had to say, that these subcommittees should look at this problem in terms of regions, it seems to me that if we now ask our steering committee to go back and consult with the Minister and members of his department, setting out sort of tentative arrangements whereby we could move and move fairly rapidly, we could meet some of our objectives before the end of this particular session. I think we have to be realistic. We do not have to look on the end of the session as being the expiration of the Committee. Who knows that the Committees on Northern Affairs and Indian Affairs may not be amalgamated, as has been suggested in some quarters?

My view, Mr. Chairman, is that we ask the steering committee to consult with the department and produce some concrete plan for visiting these areas in Canada on a regional basis. Mr. Baldwin and I have talked about this previously and I really think that this is the only way it is going to work.

I cannot see any of the committees coming out in large groups and going into some of the reserves. This would defeat our purpose. If we go into the reserves unobtrusively and have an opportunity to meet and talk with the people we might be able to learn something. I am not too sure whether or not we will, but at least we will have seen it with our own eyes. We will also have had an

opportunity to look at the variety of conditions as they exist right across the country.

MR. LAING: I would like to have my influence brought to bear to have you visit at least one Indian reserve where the problem can be summed up in the word "alcohol".

MR. WATSON (*Châteauguay-Huntingdon-Laprairie*): I tend to agree with what Mr. Laing said earlier, that both St. Regis and Caughnawaga, in comparison with many other reserves in this country, are problem-free. They have problems but they are local problems that any municipality has. However, I think it is a good idea to start off with Caughnawaga because although it is one of the most advanced reserves in the country I think you will find there a different type of problem. There is the problem of fathers being away from their children all week and there is a bit of a juvenile delinquency problem, but there are also some very articulate Indians there, I think, who will express to the Committee fairly advanced views on how to deal with their particular reserve. This is a good thing.

The fact that these two reserves are in my constituency puts me in a rather embarrassing position, but I really think that we are wasting our time if we spend two full days at these reserves. I think we can handle them both in one day. If you take the train down to Dorval in the morning you get off the train there at 9 o'clock, or around that time; you can spend about three hours at Caughnawaga, and eat, and then drive for about an hour and a half to St. Regis, from which it is only another hour and a half's drive back to Ottawa. You can do this in one day; you do not need two days for it.

With all due respect to Frank Howard, who says that we should spend 12 hours in Caughnawaga, we are only going to get the maximum benefit out of our visit if we see and talk to the people in charge of the reserve. We will be looking for evidence and complaints from the local citizens and we will surely get them if we spend three or four hours in Caughnawaga. If you are not satisfied with what the Committee is doing, there is nothing to prevent individual members going off and visiting houses on their own. They can get all this information—

THE VICE-CHAIRMAN: Do you wish to put that in the form of a motion, or is that necessary? Is it just an idea?

MR. WATSON: (*Châteauguay-Huntingdon-Laprairie*): May I ask the members whether they would agree to fitting it into one day? Our time is limited, and if we can do something in one day rather than two I think it is to everyone's advantage.

MR. BADANAI: I agree, Mr. Chairman, with Mr. Watson and with the Minister's opinion. I think we can see the two major reserves in the Montreal area in one day. We can then select a few of the others that are the most important, as mentioned by the Minister—those that are really in need of study.

I think we need the assistance and advice of the head of the department on where we should go, make a selection of eight or ten and then have a meeting to decide on the time. Let us start, as soon as possible, with at least one so that we can show that we mean business. I think this should be done immediately.

THE VICE-CHAIRMAN: Did you want to say something?

Mr. BARNETT: Within the framework of the discussion that Mr. Watson has initiated about Caughnawaga and St. Regis, I think he would probably agree with me—I think he has already made this point, in a sense, arising out of our experiences on the Northern Affairs tour—that for a visit to be worthwhile it has to have two essential elements in it: First, an opportunity, in daylight, presumably, to see the actual physical situation; and, second, an opportunity either in a daytime gathering or at an evening meeting to hear and talk to the people. It seems to me that there should be little disagreement on this and that it should also be recognized that we are going to get only a glimpse, as it were, within the scope of that kind of an arrangement.

In determining visits to any of the reserves they should be planned in such a way as to fulfill those two essential conditions, and if they are fulfilled then the exact number of hours is not important. This will vary according to the particular circumstances of the reserve.

I was not in on the earlier discussions of the Committee about the tour, but as I understand the basic point, without going into the details, that my colleague, Mr. Howard, was trying to make—I think this was it—this could not be done simply by flitting in and out of a large number of reserves in a short time. It would be better to concentrate on representative reserves and at least go a little bit below the surface.

Mr. ORANGE: On the previous trip, though, Mr. Barnett, we visited eight reserves in two or three days, which involved about 1,000 miles of travelling.

Mr. LAING: Mr. Chairman, I do not want to interrupt too often, but the problems are very diverse. I would like to see the Committee visit a reserve where the problems are not peoples' problems but commercial problems. We have a reserve at Walpole Island and Georgina Islands where the Indians will tell you that the chief requirement is the setting up of a multi-million dollar development fund so that they can develop these immensely valuable properties. I would like to see the Committee get some taste of this sort of thinking among the Indians, too, because this is in the direction in which we want them to go—of assuming their own responsibilities and developing properties. In both of these reserves we are going to be confronted with this, where governments, either federal or provincial, or both, are going to be approached by them to enable them to unlock the door and make a lot of money, if you like to put it that way—but at least develop the properties. At least one of these should be visited, I would say.

Mr. BALDWIN: Mr. Chairman, we have an area in Saskatchewan where the land is just being used for pasture and where people are crying for sites for cottages. They have not been able to do anything with it.

The VICE-CHAIRMAN: Does anybody else wish to comment? Mr. Baldwin.

Mr. BALDWIN: May I make a motion to bring things to a head?

The VICE-CHAIRMAN: Yes.

Mr. BALDWIN: My motion is that the steering committee, after discussions with departmental officials, immediately establish three subcommittees to visit areas which are regionally distinct and which require urgent consideration and to report back to this Committee with their plans.

Mr. ORLIKOW: Mr. Chairman, I support that motion, but I just want to enter a slight reservation. I do not disagree with what Mr. Watson has said about making the trip to St. Regis and Caughnawaga in one day because they are so close that if members of the Committee are not satisfied that they have seen enough they can very easily go back, either as a committee or as individuals, but I am very skeptical about the proposed itinerary that I saw previously. I am skeptical about a two- or three-hour visit to a reserve. We have to remember, as Mr. Barnett has said, that the first thing you do when you go is to get some idea of the physical features of the land, the housing accommodation, and so on. That is going to take an hour or an hour and a half. Then it is the courteous and proper thing to spend some time with the superintendent, or the Indian agent, and with the band council.

We have found out from reports during the last year from every province that there are marches and meetings of groups of Indians who are dissatisfied with what has been done. I am not saying that they are necessarily correct, but I want to have enough time, if I make the trip, to have a look at the reserves, to hear the people who have been, and are, the leaders of the bands and also to hear the views of the people who are dissatisfied. If we do not do that there is no point in making the trip. You can get it all in the formal reports which we have been getting all year. I would like the steering committee to keep in mind—

I would prefer, Mr. Chairman, to cut down the number of reserves which we visit and to see a representative group in depth than to see many reserves but for only a very short period of time.

The VICE-CHAIRMAN: I think, Mr. Orlikow, you can rest assured of that. We have had quite a discussion on that principle, and I do not think that there is anyone here who does not feel the same.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): May I add something to what Mr. Orlikow has said?

The VICE-CHAIRMAN: Yes.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): It also applies to what Mr. Barnett said.

We should instruct the department that when they are making arrangements for our visits they should ask the local chief or with whoever they communicate, to arrange that we have a meeting with all interested parties on the reserve, and that everyone on the reserve should attend as they did in the north. I think we should have a public meeting everywhere we go.

Mr. BALDWIN: Surely the chairmen of the subcommittees, too, should have something to say about this. We should outline the general plan, but I think the chairmen of the subcommittees—

The VICE-CHAIRMAN: As the subcommittees are set up, Mr. Baldwin, we can get together and make arrangements that will meet with the approval of the subcommittee in that area.

Mr. MORE (*Regina City*): Mr. Chairman, as I understand it, the intention is to have three subcommittees?

The VICE-CHAIRMAN: This is Mr. Baldwin's suggestion.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, is it necessary to divide ourselves into three subcommittees. You have to consider that there is work going on, and—

Mr. BALDWIN: I move that the steering committee, after discussion with departmental officials, immediately establish at least three subcommittees to visit areas which are regionally distinct and which require urgent consideration and then to report back to this Committee with details.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, I think we already have this power. A similar motion was made at one of the earlier meetings. We have been authorized by Parliament.

All we have to do now, as I understand it, is to set up our subcommittees and go. We do not have to do anything else. With all due respect to Mr. Baldwin, I do not see why we should limit ourselves to three subcommittees. We may want one for British Columbia, one for Saskatchewan, one for northern Ontario and northern Quebec and one for southern Ontario and southern Quebec.

Mr. BALDWIN: I can put in the word "several" if you would prefer that.

The VICE-CHAIRMAN: Yes; we can put in "several".

Mr. HADASZ: I think that the motion should also include the word "representative". I do not know that the word "distinct" would include this idea of "representative" reserves.

The VICE-CHAIRMAN: Yes.

Mr. BALDWIN: I am much more flexible about amendments than are Cabinet ministers. I will change it to read "distinct and representative".

The VICE-CHAIRMAN: Those in favour of the motion? Those against?

Motion agreed to.

The VICE-CHAIRMAN: Now, would you like Mr. Bell, who represents the department, to arrange this day tour? The committee on citizenship and immigration expect to be going to Toronto on the 15th, 16th and 17th, and to Montreal on the 22nd, 23rd and 24th. The trip will possibly have to work in with those dates because a number of members are also on that committee.

Mr. PRUD'HOMME: Toronto is on the 15th, 16th and 17th? Is that correct?

The VICE-CHAIRMAN: Yes.

Mr. PRUD'HOMME: And they are going to Montreal on the 22nd, 23rd and 24th?

The VICE-CHAIRMAN: That is right.

Mr. BARNETT: A point has just occurred to me, Mr. Chairman, on the composition of the membership of the subcommittees. It came to my mind when you mentioned the fact that another committee, certain members of which are on this committee, was making a trip. Are we to assume that there will be some flexibility in the membership of the different subcommittees?

The VICE-CHAIRMAN: In what way, Mr. Barnett?

Mr. BARNETT: It may happen, for the sake of discussion, that we divide into three subcommittees and that 15 out of the 24 members are involved, each group

having five or more members. If a tour is set up, we will say, to a reserve in Saskatchewan it may be that a group of five members, as initially established, are going to Saskatchewan, but one or two of them may find they are involved in another committee. Are we going to have flexibility so that other two members of the whole Committee can take their place?

The VICE-CHAIRMAN: There is no reason why this cannot be done. It is not necessary that they all come from Saskatchewan, in the first place.

Mr. BARNETT: No; I am talking about a subcommittee going to Saskatchewan.

The VICE-CHAIRMAN: That is what I mean. Members from—

Mr. BARNETT: No; I mean if other members could go.

The VICE-CHAIRMAN: Oh, I see what you are getting at.

Mr. BALDWIN: We are subject to the same rules as the House. Three out of five constitutes a quorum, in any event.

The VICE-CHAIRMAN: Yes; I see what you mean.

Mr. BARNETT: In other words, if the steering committee comes in with three or four panels of five members each, as an initial proposal, I think it should be balanced more or less according to—

Mr. BADANAI: It is up to the members themselves to agree.

The VICE-CHAIRMAN: Yes.

Mr. BARNETT: I would like to see for example, on the subcommittee visiting British Columbia, at least two, or three, or possibly four, out of the five who are members from parts of Canada other than British Columbia.

The VICE-CHAIRMAN: Has anybody got any special days in mind for the one-day trips?

Mr. PRUD'HOMME: Mr. Chairman, the simplest to arrange would be Montreal. Some of us are to be there on Wednesday the 22nd and on the 23rd, and 24th. I am a member of the committee on citizenship and immigration. Perhaps we could make it Tuesday the 21st?

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Could you ask, Mr. Chairman, how many members of this committee are members of the immigration committee?

The VICE-CHAIRMAN: Yes. How many are members of the immigration committee? There are seven.

Mr. PRUD'HOMME: Seven out of twelve.

The VICE-CHAIRMAN: That is a very good suggestion. Would it be all right then, to make it Tuesday the 21st? We can do something about—

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, I do not know for how many people I speak, but I personally am not very favourable to being on the immigration committee. I think the only reason for my being on it was because we were on Indian affairs. I do not know how many other people are in the same boat. I wonder if there was any possibility of having some

members taken off the immigration committee so that they can start on our Indian visits immediately, because that suggestion would take up a full week. We are not going to have any time at all to make these visits.

Mr. ORLIKOW: Mr. Chairman, Mr. Watson has raised the very important point that every member has to think in terms of his work in the House apart from the committees—and I am not even thinking about the difficulty of getting home to his own constituency. I think we should defer that question. I am on the immigration committee. My idea at the moment is to beg off at least the trip to Toronto and get somebody else to take my place for those two days. There is just a limit to the number of days a member can be away.

Mr. Chairman, I think we can leave it to the members and to the parties to see that the committees are staffed. And then we have it. When Mr. Howard is away he can arrange for Mr. Barnett to take his place.

Mr. MORE (*Regina City*): Who are the members of the steering committee?

The VICE-CHAIRMAN: Mr. Orange, Mr. Dinsdale, Mr. Howard, myself, and—

An hon. MEMBER: Mr. Klein.

The CLERK: And Mr. Aiken.

The VICE-CHAIRMAN: Oh yes; Mr. Aiken.

An hon. MEMBER: Could you read them out?

The VICE-CHAIRMAN: Read them out.

The CLERK OF THE COMMITTEE: Mr. Aiken, Mr. Howard, Mr. Klein, Mr. Roxburgh, Mr. Dinsdale.

Mr. MORE (*Regina City*): Well, we have passed the motion. I think that we should leave it in the hands of the Committee. We have only got three or four weeks.

I agree with Mr. Orange and Mr. Baldwin that we have no basis for operating on the idea that we will be reconstituted to continue. We have got approximately four weeks. We have three committees that can visit simultaneously; and the steering committee can set up agendas and make arrangements that would cover a lot of ground.

The VICE-CHAIRMAN: What about this coming week? Can we not get this underway immediately rather than waiting?

Mr. MORE (*Regina City*): No; I do not think we should wait.

The VICE-CHAIRMAN: What do you think?

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I would say that Friday the 17th would be a good day to go to St. Regis.

An hon. MEMBER: Friday is a bad day.

Mr. PRUD'HOMME: Could we suggest next Monday, the 13th?

The VICE-CHAIRMAN: Is there anything wrong with the 13th? Will that give you enough time?

Mr. BELL: I am not sure, Mr. Chairman. We would have to check.

The VICE-CHAIRMAN: It would just be to the two reserves. If you can do it on the 13th, let us do it; and if not, make it the 17th or the 14th, or whatever it is; the sooner the better, I think.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): If it were a question of working on the Monday I think if we could arrange for a couple of MP's from the Montreal region to meet the ones coming down from Ottawa going to Caughnawaga. We could drive these members up to St. Regis and then back up to Ottawa for Monday.

The VICE-CHAIRMAN: Let us try to do it on Monday if we can, Mr. Bell.

Mr. BELL: Monday the 13th?

The VICE-CHAIRMAN: Yes. Is that satisfactory to everybody? With regard to your motion, Mr. Baldwin, it has just been drawn to my attention that we are supposed to report back in detail to the whole committee, but that has to do with the other trips; it has nothing to do with this trip.

Mr. BALDWIN: No.

The VICE-CHAIRMAN: It has nothing to do with this one trip. We go ahead with it and then work on the others and report back.

Is there anything else?

Mr. BALDWIN: Do we have an official motion on this first trip?

The VICE-CHAIRMAN: Perhaps somebody had better make an official motion for the first trip.

Mr. ORLIKOW: There just occurs to me the thought—and I am speaking from memory—that the budget debate finishes on Monday. I am trying to remember if there is a vote?

Mr. PRUD'HOMME: It could be Monday or Tuesday. Is it convenient for you to arrange for Monday the 13th or Tuesday the 14th? That would give you a day more to organize our getting there.

The VICE-CHAIRMAN: Is that satisfactory to everybody?

An hon. MEMBER: We can leave the arrangements in the hands of the Chairman.

The VICE-CHAIRMAN: Yes. Before we leave that, how many of those who are here will be making the trip? Perhaps you would raise your hands. We want to know where we are at.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Ask for Monday, Mr. Chairman.

The VICE-CHAIRMAN: Just a minute until we get these down.

Is there anything else? Well you have it. That is the way it is. It is up to Mr. Bell and his department to see what they can do there in a case like that. Then the understanding is that the steering committee will—

Mr. BARNETT: —report to you to finalize the arrangements.

The VICE-CHAIRMAN: Yes.

An hon. MEMBER: I so move.

The VICE-CHAIRMAN: This will be an official meeting with these people.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): If I remember correctly, in earlier proceedings we decided that we were not going to be taking stenographers with us; that the meetings when we visited the reserves would be meetings for our information, for our education as far as the reserves are concerned, but that we would not have official meetings at each reserve; because if we started doing this we would get completely bogged down, in my opinion.

The VICE-CHAIRMAN: Is there anything else now? We have got all things covered? Have you anything else, Mr. Laing?

Mr. LAING: No; thank you.

The VICE-CHAIRMAN: I will declare the meeting adjourned.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

Copies and complete sets are available to the public by subscription to the Queen's Printer. Cost varies according to Committees.

Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

STANDING COMMITTEE

ON

Indian Affairs, Human Rights and
Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN

DELIBERATIONS

No. 8

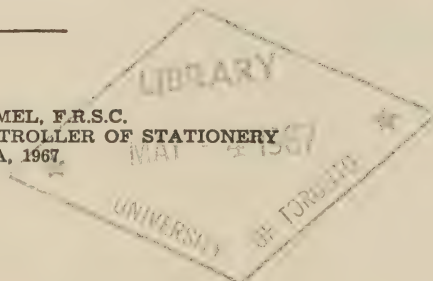
THURSDAY, MARCH 2, 1967

FRIDAY, MARCH 17, 1967

Respecting

Matters affecting Indians and Indian communities

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and

Mr. Aiken,	Mr. Duquet,	Mr. Orlikow,
Mr. Alkenbrack,	Mr. Gundlock,	Mr. Prud'homme,
Mr. Badanai,	Mr. Haidasz,	Mr. Reid,
Mr. Baldwin,	Mr. Langlois	Mr. Skoreyko,
Mr. Barnett,	(Chicoutimi),	Mr. Tremblay,
Mr. Bell (Carleton),	Mr. Moore,	Mr. Watson
¹ Mr. Blouin,	(Wetaskiwin)	(Châteauguay-
Mr. Crossman,	Mr. More (Regina City),	Huntingdon-Laprairie)
Mr. Dinsdale,	Mr. Orange,	—24.

(Quorum 10)

Fernand Despatie,
Clerk of the Committee,

¹ Replaced Mr. Munro on February 10, 1967.

² Replaced Mr. McCutcheon on March 2, 1967.

ORDERS OF REFERENCE

FRIDAY, February 10, 1967.

Ordered,—That the name of Mr. Blouin be substituted for that of Mr. Munro on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

MONDAY, February 27, 1967.

Ordered,—That the name of Mr. Howard be substituted for that of Mr. Barnett on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

TUESDAY, February 28, 1967.

Ordered,—That the name of Mr. Barnett be substituted for that of Mr. Orlikow on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

THURSDAY, March 2, 1967.

Ordered,—That the name of Mr. Gundlock be substituted for that of Mr. McCutcheon on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

THURSDAY, March 16, 1967.

Ordered,—That the name of Mr. Orlikow be substituted for that of Mr. Howard on the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration.

Attest

LÉON-J. RAYMOND,
The Clerk of the House of Commons.

REPORT TO THE HOUSE

TUESDAY, March 21, 1967.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration has the honour to present its

FIFTH REPORT

Pursuant to its Order of Reference dated January 30, 1967, a Subcommittee composed of thirteen members of the Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration visited the St. Régis and Caughnawaga Indian Reserves on Tuesday, February 14, 1967.

The Subcommittee under the guidance of the respective Chiefs toured the Reserves and attended meetings of the Band Council and open meetings of the Bands.

The major topics discussed at these meetings were Adult and Child Education, Central Mortgage and Housing Corporation housing, Recreational Facilities, Community Development officers, Band Administration, Provincial Relations, Law Enforcement, Welfare, Hospital and Medical Assistance, Taxation and Grievances against St. Lawrence Seaway Authority respecting damage claims.

Your Committee recognizes the need to obtain additional information relating to matters affecting Indians and Indian Communities and to this end has planned additional visits to various Indians Bands.

Respectfully submitted,

MILTON L. KLEIN,
Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, March 2, 1967
(11)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met at 1 p.m. this day, *in camera*, the Chairman, Mr. Klein, presiding.

Members present: Messrs. Aiken, Badanai, Baldwin, Barnett, Dinsdale, Haidasz, Howard, Klein, Moore (*Wetaskiwin*) Reid, Roxburgh, Watson (*Châteauguay-Huntingdon-Laprairie*) (12).

In attendance: Messrs. G. E. Bell and L. L. Brown, from the Department of Indian Affairs.

The Chairman reported that the Steering Committee had met with departmental officials to discuss future trips to visit Indian Reservations.

Four general areas were proposed as follows:

Interior and Coastal B.C. Area

Saskatchewan and Alberta

Manitoba and Northwestern Ontario

Northern Quebec and Northeastern Ontario.

The Committee approved trips planned to the four areas in principle and accepted the Steering Committee report that only one area be visited during the remainder of the session.

Moved by Mr. Baldwin seconded by Mr. Reid,

Resolved,—That a subcommittee of at least five (5) members of the Indian Affairs Committee visit Interior and Coastal British Columbia Reserves during March 1967.

The meeting adjourned at 2.15 p.m. to the call of the Chair.

FRIDAY, March 17, 1967.
(12)

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration met this day at 10:10 o'clock a.m., the Chairman, Mr. Klein, presiding.

Members present: Messrs. Barnett, Blouin, Dinsdale, Gundlock, Haidasz, Klein, Moore (*Wetaskiwin*), Orlikow, Prud'homme, Reid, Roxburgh (11).

The Chairman read a statement regarding the postponement of the proposed trip to visit Indian Reservations in the British Columbia area and the members commented briefly thereon.

Mr. Dinsdale gave an informal report on the Annual Manitoba Indian-Metis Association meeting held in Winnipeg, March 10-12, 1967.

The Committee unanimously agreed that the Chairman would invite the St. Lawrence Seaway Authorities to attend a Committee hearing to discuss outstanding claims of St. Régis and Caughnawaga Indians against the St. Lawrence Seaway Authority.

On motion of Mr. Haidasz, seconded by Mr. Reid,

Resolved,—That the substance of the Sub-committee Report on the Caughnawaga-St. Régis visit be made a Report to the House.

At 11.12 o'clock a.m., the meeting was adjourned to the call of the Chair.

R. V. Virr,
Acting Clerk of the Committee.

DELIBERATIONS

(Recorded by electronic apparatus)

FRIDAY, March 17, 1967

The CHAIRMAN: Gentlemen, I see a quorum.

I would like to make a statement in connection with the trip to British Columbia that was postponed. I would like to put on the record that, as you know, on March 2, 1967, this Committee had decided to visit Indian reservations and communities in British Columbia.

The proposed trip was to have commenced on Friday, March 10, 1967, by a prior visit to Winnipeg for the attendance of the annual meeting of the Manitoba Indian Metis Association. This was to have been followed by the British Columbia trip, which was to have convened in Vancouver on Sunday, March 12.

The Vice-Chairman of the Committee was requested to communicate with the House Leader to advise him of the proposed trip, but the latter was out of town and was not expected back until Monday March 6. In the interim the Committee will recall that on Sunday, March 5, 1967, Canada suffered the loss of its revered Governor General.

The following morning on Monday, March 6, I received a telephone call from the clerk of the Committee asking for instructions regarding the proposed trip. It is to be noted that time was of the essence, since the Department of Indian Affairs required an almost immediate answer in order to make the necessary arrangements for the itinerary.

I called the House Leader to inquire whether the House would sit. I was informed that the House would adjourn that day until Thursday, and that no Committee would sit prior thereto, out of respect for the memory of the late Governor General.

In the meanwhile, it was announced on the radio that morning that the government had proclaimed a period of seven days, that is, from noon Sunday, March 5, 1967, as a period of mourning and to honour the memory of the late Right Hon. Georges Vanier.

Under the circumstances, it was impossible to call a meeting of the Indian Affairs Committee in order to determine what course of action the Committee should take under the circumstances. It seemed to me that the better part of propriety would be served if the trip were to be postponed, and I took that decision.

Gentlemen, if there are no comments, I take it that we should proceed with the other order of business.

Mr. ORLIKOW: Mr. Chairman, this is arising out of your statement. I do not think either you or anybody else can be faulted, but it is unfortunate that the

whole idea of visits to Indian reserves, which I think are important and necessary, has been dogged by a series of unfortunate incidents, which has led to virtually no progress in this respect. I wonder, Mr. Chairman, if you could convey to the House Leader—I hope it would be unanimously supported—the feeling of this Committee that the Committee should be reconstituted almost immediately that the new session starts so that the Committee can do its work.

I say this seriously, Mr. Chairman. It is a lot easier for committees to do the kind of thing that the Committee is planning to do—going away from the House—early in the session, than it is late in a session when the work piles up. I think it would be to the advantage of the House business, and all the parties, if the government would agree to this.

The CHAIRMAN: I think this is a very valid suggestion and if it meets with the approval of the Committee, we will bring that to the attention of the House Leader.

Mr. DINSDALE: With reference to the cancelled trip to Manitoba—

The CHAIRMAN: And British Columbia.

Mr. DINSDALE: —and the Indian Metis Conference in Winnipeg, there were at least two members of the Committee present at the conference in Winnipeg; Mr. Orlikow was there, and I was there.

I know I expressed regrets to the people concerned, arising from the unfortunate but necessary cancellation of the trip. But I am wondering if there had been any notification to the band councils in B.C. that we were coming out?

The CHAIRMAN: No, as a matter of fact, if you will recall, the first time we had the experience of having to cancel a trip—I think to Caughnawaga and St. Regis to which we subsequently went—preparations were made with the band councils.

On this occasion no preparations were made, and no appointments were made until the trip was actually sanctioned and proceedings initiated to go on the trip. So, there has been no cancellation of any appointments because the trip really never got under way.

Mr. DINSDALE: I think this is an unfortunate thing, because it produces a sense of disappointment and disillusionment with the people.

The CHAIRMAN: I quite agree, and I think Mr. Orlikow's point is well taken. Whereas it is true that these trips have had an ill-fated experience, nevertheless I think that those who did go on the trip to Caughnawaga and St. Regis found it a very valuable experience.

What struck me about the trip, since we may have a few minutes to discuss it, and perhaps it is only coincidental because of the fact that both the reserves are so near each other—is that the complaints and the grievances, and the subject matter, in both instances, were almost identical. I do not know whether this is true generally throughout the Indian reserves in the country; perhaps you would have a word on that, Mr. Dinsdale.

I do not say that a person visiting St. Regis and Caughnawaga becomes an expert on Indian affairs, but it would seem to me, and was pointed out to me,

that these were two of the more prosperous reserves. Nevertheless there seemed to be an identical problem there, or series of problems. Do you think we would find that generally throughout the Indian communities of this country?

Mr. DINSDALE: It is unfortunate the Committee could not have been in Winnipeg last Saturday. There were 500 delegates gathered in from Manitoba and Northwestern Ontario.

Mr. ROXBURGH: I was more disappointed than that really, in B.C., to be quite honest, because I thought members had a wonderful opportunity—

Mr. DINSDALE: Well, the Indians themselves were doing all the talking on Saturday. The guest speakers at the banquets and luncheons were Indians; the chairmen of proceedings were Indians.

There were reports from each of the chiefs of the council there, and their criticisms, their briefs, were identical with those that we heard at Caughnawaga and at St. Regis.

But the significant development is that for the first time the Indians themselves are talking and expressing themselves, and are able to communicate with the white community. This was the 13th annual meeting of the conference in Winnipeg, and it had been the intention, when these meetings were first organized, that the control of all proceedings would ultimately pass to the Indians themselves. This was pretty well accomplished this year, and it was quite encouraging to see this development.

The man who chaired Saturday's meeting is a Sioux from Oak River Reservation, and 15 years ago he could not have put two sentences together, but he was up there controlling that large crowd in a very capable and efficient manner.

The CHAIRMAN: If you do not mind, may I just comment on your statement. In other words, you agree that the grievances at the Winnipeg Conference, seemed to be identical to those in St. Regis and in Caughnawaga. I have the feeling—and again I do not pretend to be an expert—that perhaps the Indian has been over-protected.

Mr. DINSDALE: Well, paternalism has been the curse of the Indians; we destroyed their civilization and they have never integrated with our civilization. They are what you might call marginal people between two worlds. But now they are re-exerting Indian culture and a sense of pride in their own Indian background, which is a very hopeful development. I think history should be re-written because when the Indian would slay the white man, it was a massacre, but when the white man slew the Indian it was what?

An hon. MEMBER: A glorious victory.

Mr. DINSDALE: Yes, a glorious victory.

Mr. BARNETT: Mr. Chairman, I naturally was quite disappointed that the projected trip to British Columbia had to be postponed. Mr. Dinsdale raised the question as to whether there had been any notification to the Indian people in British Columbia. Perhaps, in case any member might hear of anything, I should report that following the decision of the Committee that it was going to accept

the Steering Committee's recommendation for the trip, I happened to be on the verge of writing a little weekly report that I write for my local papers, and made reference in my report to the fact that the Committee was going to visit two reserves in the Comox-Alberni constituency.

I will say that immediately on receipt of the news of the postponement, I made a phone call to the editors of the papers most involved in this area, and asked them to do what they could to correct the statement that had been in my column; this they agreed to do, and also to immediately phone the chief counselor of the reserve that was most immediately involved. So, I hope that this will not have created any difficulty.

On the question you raised about the similarity of Indian problems, based on my own experience with the people in my own area, I have found that the citizens in St. Regis and Caughnawaga have both some very interesting similarities and also some very interesting contrasts in the outlook and attitude of the people.

There are two problems that I think the Committee will find when we visit the British Columbia area. While there is quite a basic similarity, there are, on the other hand, some very real differences of attitude and outlook between the St. Regis people or the Caughnawagas and the attitude of the people in the coastal areas of British Columbia.

The CHAIRMAN: I wonder if it would not be useful, prior to the trips that are projected and particularly if this Committee is reconstituted as suggested by Mr. Orlikow, for a member like yourself to brief us before the trip starts. In other words, you might prepare a paper on it and indicate the contrasts, and perhaps Mr. Dinsdale might know of an area where there might be—

Mr. DINSDALE: The Prairie Indians would be my area.

The CHAIRMAN: I would imagine that on basics the complaints are the same; there might be local issues perhaps that might differ, but I think basically the complaint is the same all over. I am not prejudging the value of the trips. I think what this Committee ought to do is try and think of solutions rather than seek out the problems, because I think that the problems are fairly well known; the question is, are there solutions to these problems, and if there are, what are the solutions?

Mr. BARNETT: Mr. Chairman, my reply to that question is that the main value of visits of members of a Committee, to meet with Indian people in their own bailiwick, is that it gives us an opportunity of getting some understanding of what is in the minds of these people.

It is very easy to read a report about statistics on housing conditions and levels of income and all this sort of thing; we could do this sitting in Ottawa. My own experience is that it is only when one gets to know Indian people quite well that one begins to get glimpses of what they are really thinking and feeling about their position.

I think that if Parliament is to pursue a course of action which will be successful in helping to solve the problems, this is a sensible way to go about it.

The CHAIRMAN: Let me put it to you this way. Suppose we were to assume for the moment, or take for granted for the moment, that the complaints we had at St. Regis and Caughnawaga were uniform across the country; suppose that were the case. Do you feel that on the basis of that visit and knowing the problems, we can get a solution to those problems?

Mr. BARNETT: Not on the basis of visiting these two reserves.

The CHAIRMAN: No, but I am saying: Let us assume that these problems exist throughout the country; that these are the problems under five headings or ten headings. Do we have solutions for that? We are going on these trips but the point is: are they going to be exercises in frustration? Are they going to be exercises of the Committees taking trips or are we going to be able to do something about solving the problems? This is the point. Everyone comes and says: "These are the problems." But I have not heard anybody coming with suggestions for solutions.

Mr. ROXBURGH: Give us time; give us time.

The CHAIRMAN: What time? We have had 300 years. How many more years to you want? We have had 300 years.

Mr. ROXBURGH: I am talking about this Committee, not the 300 years before. We are starting now; give us a little time. Mr. Chairman, you must remember this: it is all right to go to Caughnawaga and the other reservation but try and put their same problems right across Canada. There are a few major identical problems but you ought to know enough about life that you do not just do that that way.

We have to see these different types of reservations. They may have similar problems but if you have hunted and trapped with the Indians and been up in the far north and have seen them under those different circumstances—there are different circumstances but they may have similar problems—

The CHAIRMAN: I agree with you. I am not quarrelling with that but there have been Committee meetings in the past and absolutely nothing—no solution has come.

Mr. ROXBURGH: Let us take our Committee meeting then and let us start in.

The CHAIRMAN: Are we more intelligent than the other Committees?

Mr. ROXBURGH: I think we will be when we come back from those reservations. If we are not then we should not be there. We should not be on this Committee.

The CHAIRMAN: All we do is sit and talk about the problems. We know the problems exist but where are the solutions?

Mr. ROXBURGH: Mr. Chairman, let me talk, please. You are the Chairman, not the talker here. Just remember that.

The CHAIRMAN: Go ahead.

Mr. ROXBURGH: Have other Committees visited reservations right across Canada? It has never been done before. That is the reason why.

Were you with the Northern Affairs Committee when we went right across the Northwest Territories and talked to the Eskimos? I got a real eye-opener—

I will tell you that—and I have been an outdoorsman. I do not know whether you have or not.

The CHAIRMAN: I am not quarrelling with you. I am only saying—

Mr. ROXBURGH: All right. I am coming back to one thing; just a moment.

The CHAIRMAN: I am only saying to you that we have heard nothing in this country for years and years and years—

Mr. ROXBURGH: That may be all right; I do not care what we have heard in this country.

The CHAIRMAN: —about the problems of the Indian and nothing has been done about them.

Mr. ROXBURGH: Maybe that is biased. There has been something done about it but it has not been done in the right way, possibly, under certain circumstances.

I want to come back to one thing and this is more important. We do a lot of talking here and we are going to see what we can do about getting under way in the next session. I would like to see a motion that on the very first day of the next session, you, as Chairman, approach Mr. McIlraith. Not three weeks after, two weeks after or ten days after.

The CHAIRMAN: We intend to do it immediately.

Mr. ROXBURGH: Oh, I see what you mean. This does not automatically carry through.

The CHAIRMAN: No.

Mr. ROXBURGH: Then how do we go about making it right away then?

Mr. ORLIKOW: Mr. Chairman, I would like to suggest that—

The CHAIRMAN: Before you go on, you are a knowledgeable man about Indian Affairs and so is Mr. Dinsdale. I ask you this question: Again on the assumption that there were only two reserves in Canada—on that assumption (we know the problems of these two reserves) what do you think are the solutions to these problems? You are knowledgeable.

Mr. ORLIKOW: Mr. Chairman, first of all, with respect to what Mr. Roxburgh said, I do not think the Committee should wait until the new session starts. I think this is probably the last meeting the Committee will have this session.

I think you, as the Chairman of the Committee for this session, should convey to Mr. McIlraith the feeling—I do not know if we need a formal motion as there have been no problems in the past—the feeling of this Committee that the new Committee for the 1967 session should be constituted immediately after the opening of the House. If the parties want to change the membership and if the government wants to change the Chairman they can do that, but the new Committee should start right away.

Mr. Chairman, I think you are right when you say that the Members of Parliament and, I suppose, the public have known for many years that there are problems of Indians and that we have not come up with solutions. I think there

are a number of reasons for that. First of all, I do not think any solutions were possible in all these years that the white people were telling the Indians what the answers were. I think what Mr. Dinsdale said about Manitoba is 100 per cent true.

I have been at those conferences right from the beginning and I remember that at the beginning, as Mr. Dinsdale said, it was very hard to get the Indians to say two words. Now they are properly telling the white people who helped organize those conferences: "You stay home and let us organize the conferences because they are our conferences." Now the Indians—and that is not just in Manitoba but it is everywhere in Canada—the Indians are beginning to speak up for themselves. If you have ideas for answers you can begin to work out solutions.

The other thing is that I do think we have a great deal more information about what to do than we had in the past. I do not suppose any member here has had a chance to read the Hawthorn Report in detail yet, but I looked at it very quickly and I agree with some of it, such as the idea that the Indian Affairs Department should be the—I forget the exact word they used—but should be the activator of channelling the Indian protests.

I am very sceptical about that because it always seemed to me that the Indian Affairs Department was the reverse of the activator. It was the agency that kept the Indians quiet. We are getting a great deal of detailed information and detailed planning on what to do and I think—of course, I am an optimist—we are on the threshold of being able to begin to solve the problems of the Indian people in Canada.

We Members of Parliament we do not have the job that the Indian Affairs Department has with administration; we do not have the job the government has of putting up the money, but if we could get the Committee functioning very quickly so that we could have enough meetings and have them spaced out in time so that we could attend—we should not have them at the end of the session when you need running shoes to run from one Committee meeting to another—I think we could do the job and I think this is one practical thing we could do right now.

The CHAIRMAN: I do not object to what you are saying but I think that we ought to be doing something concrete about the visits we have already taken. I think that we should call before this Committee the St. Lawrence Seaway Authority, for example, to find out why the claims against the St. Lawrence Seaway in respect of land that was taken or despoiled, for example, in the St. Regis reserve, have not been settled. I think that this is the kind of constructive thing that this Committee should be doing. We should be seeking, in my opinion, for solutions rather than seeking out the problems that we know exist. We know what the problems are but we are not doing a single thing to try and bring a solution to them. It is no use getting up in the House of Commons and yelling about the problems when no one is prepared to sit down and talk about the solutions.

Mr. DINSDALE: Mr. Chairman, I think the Committee agrees with you on this. I would suggest that we do have a formal motion—and I would be happy to

move it—that this Committee be constituted. I agree with Mr. Orlikow and yourself that we do put forward the suggestion that this Committee be reconstituted as quickly as possible and that visits to reservations have top priority. I suggest also that the Steering Committee might get together to select specific problems such as the one you mentioned arising from our visit to Caughnawaga—the land claim settlement—and refer them to this Committee.

One final word in connection with what we saw in Winnipeg last weekend. There was humour demonstrated on the part of the Indian spokesmen, and I think this is a very encouraging thing, too.

I would not say that nothing has been done, Jack, because there has been a major breakthrough in education and there has been a major breakthrough in health—

Mr. ROXBURGH: That is what I am getting at. There certainly has been a—

Mr. DINSDALE: Since the Indian got the vote, he has become more aware of his privileges as well as of his responsibilities as a citizen. I think these are major breakthroughs.

An Indian told the story of an old Sioux chief who was baptized into the Church and whose unpronounceable name was changed to Joe. Joe was very happy to be a member of the Church, and a few weeks later he was being visited by the clergy. When the good Father arrived, he found Joe just about to dig into a moose steak and it happened to be Friday. He was chided for his violation of the regulations of the Church, and Joe said: "Father, I understand perfectly what I am doing. Since joining the Church I have learned a lot about white man's ways and before I sat down to eat this moose steak I sprinkled some water on it and said: 'Moose meat, you are fish'. I am eating fish, Father." The point he was trying to get across was that the Indian knows a lot about the white man's ways now.

Mr. MOORE (*Wetaskiwin*): Mr. Chairman, Walter brought out a point I was just going to raise. It is my understanding that the Indians at Caughnawaga do not vote. Is that correct?

The CHAIRMAN: That was the indication.

Mr. MOORE (*Wetaskiwin*): That was the indication I got. But I have noticed a tremendous difference in the outlook of the Indians at my reservation at home—about 3,000 of them—since they received a franchise. There have been three elections since that time and they are beginning to feel that they are taking part.

There is a tremendous change in our contact with them and in their outlook since this. It took a little time and it will take a lot more I know. But this has made a difference. I think possibly when we visit the reservations in which the Indians do vote, or partially do, we will find their vote increasing every time. Have you found this, Walter?

Mr. DINSDALE: They are putting candidates into the ring now.

Mr. MOORE (*Wetaskiwin*): That is true; and they are now doing a bit of campaigning on their own during an election. Of course, they enjoy being poll clerks. I think this will help the breakthrough.

Mr. ROXBURGH: We have done quite a lot for the Indians but maybe we have not done as much as we should. I think, as is being said here now, things are changing, and by visiting them we may get repetition. We were having repetition in immigration, a great deal of it, and the more repetition we have the better our position to sell the department. At least that is the way I look at it.

I think we have to take a sort of over-all look and find out exactly about what you are saying. I am not disagreeing with you on that point about problems and doing something about them because I feel that that is what this Committee is for. I think we can sort of iron them both together and then go from there. I just want to get that straight. I am not saying that we should not do something about their problems but I think they are going to be easier to work with. I know from my trip to the far north that the Eskimos are much easier to work with and more intelligent and more balanced than they were, say, 25 years ago.

The CHAIRMAN: I am only throwing this out as a suggestion. I wonder whether it might not make sense for the Parliament of Canada to provide representation in Parliament for the Indian people. I do not know to what extent, but maybe a seat or two. Perhaps the House ought to be increased by a seat or two in order to have Indians sit in the House to express themselves. I think this is what they need. They need to express themselves. I think we have been trying to do things for the Indians instead of trying to persuade and help the Indians to do things for themselves.

Mr. BARNETT: Mr. Chairman, many interesting avenues for discussion are being opened up here, but it does seem to me that perhaps the most immediate question, in view of the hour, is the suggestion about the reconstitution of the committee. I would like to point out that I think we should be practical about this, realizing what is involved in the reconstituting of a committee.

When the new session opens, one of the first motions is the setting up of a striking committee, and while I think you will find—I have had a little informal discussion—that the House Leader seems to be quite sympathetic towards reconstituting committees, the members of this Committee should realize that part of the responsibility rests with the various party groups. In other words, I think we should have an understanding that the members of this Committee from the various parties will see to it that, through their whips or whatever channels are used, the striking committee be provided immediately with a list of the members who are to go on the Indian Affairs Committee for the new session. I think this is perhaps the most immediate consideration.

The other thing I would like to say is that I could not agree more with your suggestion that one of our first jobs, when it is feasible, would be to take steps, if it can be arranged to have the St. Lawrence Seaway authority—

The CHAIRMAN: I respect the opinion of Mr. Dinsdale that the trips should have top priority. I respect that opinion. I am not trying to influence the rest of the Committee, but if it were up to me and I had to decide between trips and taking this report and going through the complaints item by item, I would say that this would have top priority, as far as I am concerned, to see if we can find solutions to the various problems of the two reserves that we have here.

If we could find solutions to these problems and take them one by one, we might be solving the problem of many reservations across this country; but the point is that what we have been doing is going to reserves, bringing them here and listening to their problems. We know the problems. Let us get down to the solution of these problems by having this Committee take these items one by one, bring whoever has to be brought before the Committee, and find out why the Indians have reason for complaint.

I mentioned the St. Lawrence Seaway because if what they say is true, and I have no reason to doubt them, I think the situation is scandalous. That is what I think. After so many years without these claims having been settled, I think we ought to know about it. This is the way we could deal with these problems. I think it is more important to do that than to go to the reserves in far distant parts of this country. We have specific problems of two reserves; let us see what we can do about these two.

Mr. BARNETT: Mr. Chairman, you mention this Seaway problem with the Caughnawaga and the St. Regis. This is a problem we could do something about right now, but if you look through this list, with all due deference to your views that we know the problems—

The CHAIRMAN: No, no. I do not say that we know all the problems, but there are problems—

Mr. BARNETT: You say we are aware of the problems, but with all due deference, the question is the solution. On the basis of a visit to two reserves, this Committee is not competent—

The CHAIRMAN: I did not say that. I said, let us try to do something to solve the problems of these two. I am not saying that by doing that we are solving all the problems, but we will be doing something constructive if we are able to solve their problems. It would be very encouraging to be able to solve these problems and then make those trips, because then perhaps we could solve other problems.

Mr. HAIDASZ: Mr. Chairman, why do we not table a report saying that we visited these reserves, that we have noted certain problems and that they require further study by the Committee, forthwith recommending to the House Leaders the setting up of striking committees as soon as the new session opens.

The CHAIRMAN: Certainly we will do that. I do not suppose we will get any further this morning.

Mr. BARNETT: All right. Let us do that at least. At least, I have mentioned this business about the striking committee. I understand with respect to the reconstitution of one special committee, agreement has already been reached.

Mr. HAIDASZ: Which one is that?

Mr. BARNETT: The procedure committee; agreement has already been reached that it will be reconstituted—

Mr. HAIDASZ: Can we not put in such a report?

The CHAIRMAN: I think we would require a resolution to that effect.

Mr. ROXBURGH: Make a resolution. Go ahead.

Mr. HADASZ: It is just a recommendation that the committee—

The CHAIRMAN: What we can do is to make known to the House that the suggestion of the clerk is that early reconstitution in the new session can best be done by talking to the House Leader and bringing it up in each caucus in the new session. A report to the House now would not commit the government in the new session. We will do that; we will do exactly as he suggests, and as Mr. Orlikow suggests.

Mr. HADASZ: Do you not think that on the records in the House of Commons we should at least advise this Parliament that this Committee has visited these two reserves, noted several problems that need further study, and ask Parliament—Let us call it an interim report.

The CHAIRMAN: That is the same thing, Mr. Hadasz. We have no quorum.

Mr. HADASZ: Can we table a statement?

The CHAIRMAN: Really, there is no point in our sitting here today, other than for just passing back and forth information for the members who are here.

Mr. HADASZ: I have seen other committees sit with only three or four members.

Mr. ROXBURGH: Five is the quorum.

The CHAIRMAN: Gentlemen, we will take into consideration the very valuable suggestions made here this morning, and where action has to be taken—

Mr. HADASZ: Do we need two people? We can bring them down.

The CHAIRMAN: Get them. The House opens in five minutes.

Mr. DINSDALE: I think the procedure that has been suggested by the clerk is about the only way to bring attention on it in the new session. You can ask questions in the House of the House Leader; when will this be reconstituted? Because otherwise, it is just a recommendation.

The CHAIRMAN: I think what we should do is consult with the various House Leaders; you with yours, and each party with his own House Leader, to see if they can get unanimity on the procedure. If not, perhaps then we will ask the question in the House.

Mr. BARNETT: I had quite a little chat with George McIlraith not too long ago about this very question and with this particular committee in the back of my mind. The government House Leader is in the position where he can agree to it, but unless all parties are prepared to put their list of names in at least to the striking committee—it is not directly in his control—I cannot see any reason why the government should object to the—

The CHAIRMAN: I would go along with that, and if we wanted to do something constructive—after the recess the committee will still be empowered to sit until prorogation, and I do not know when prorogation will come—perhaps we should inquire into the St. Lawrence Seaway and bring them before the committee before the prorogation to find out what is going on with those Seaway claims.

Mr. BARNETT: I think this is something of immediate—

The CHAIRMAN: Yes, and it is pressing and something we ought to do right away. It is more important than ever that we get things moving right now. We could do something constructive in that way, and really show the Indian community that we mean to help them, not just simply a series of platitudes.

Mr. BARNETT: This would mean more for the Caughnawaga and St. Regis than anything else. I mean the broad questions about improved educational facilities and better recreational facilities. This will not happen overnight.

The CHAIRMAN: In other words, this committee wants to know the facts, and it is not a cover-up for any deficiencies that the Indians are talking about. We want to know about the problems.

Mr. DINSDALE: The land problem is not only with the St. Lawrence Seaway; there is also—

Mr. BARNETT: I was absolutely flabbergasted when I heard about the big four-lane highway to go through the Caughnawaga reserve. I asked them what kind of compensation they got for the taking of this land for the highway. They said they had not received anything; that they have never had a cent for any of these highways or the railway. This threw a new light on the fact that they had been holding up the highway that goes to the end of the reserve and cuts in.

The CHAIRMAN: I do not know, but perhaps the committees that sat in the past took so long finding out what the problems were that Parliament ended before they could find a solution, and I am afraid that we are going to go in the same direction.

Mr. DINSDALE: Let us get going in the new session.

Mr. BARNETT: The Indian Affairs Committee, I think, has sat only very periodically, and usually on a specific reference to proposed amendments—

The CHAIRMAN: Perhaps this has been a very useful meeting.

An hon. MEMBER: We cannot sit while the House is sitting, can we?

The CHAIRMAN: No, but maybe out of courtesy to Dr. Haidasz we might wait a minute. Do you have a question Mr. Dinsdale? Or is it a secret what you have to do before the House?

Mr. BARNETT: Does this really require a formal motion?

The CHAIRMAN: Would you call Dr. Haidasz in. Gentlemen:

May I have a motion approving the report that the subcommittee made on the St. Regis and Caughnawaga reservations?

Moved by Dr. Haidasz, seconded by Mr. Reid that the report be approved as drafted and made to the House.

Motion agreed to.

Mr. BARNETT: I would move that the Chairman seek to arrange for a meeting, after the Easter recess and prior to prorogation of the current session, with the St. Lawrence Seaway authorities with respect to outstanding claims by people of St. Regis and Caughnawaga.

March 17, 1967

INDIAN AFFAIRS, HUMAN RIGHTS AND
CITIZENSHIP AND IMMIGRATION

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The CHAIRMAN: A formal motion to call witnesses is not necessary. Is it the wish of the Committee to call the St. Lawrence Seaway authorities?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Thank you very much, gentlemen.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

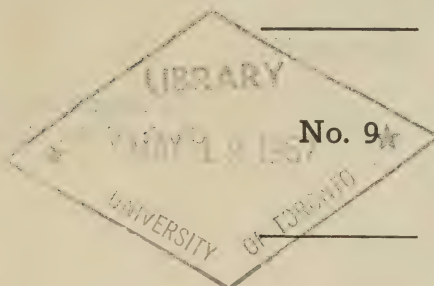
HOUSE OF COMMONS

First Session—Twenty-seventh Parliament
1966-67

STANDING COMMITTEE
ON

Indian Affairs, Human Rights and
Citizenship and Immigration

Chairman: Mr. MILTON L. KLEIN



SIXTH REPORT TO THE HOUSE,
Wednesday, April 26, 1967
and
LIST OF WITNESSES

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON INDIAN AFFAIRS, HUMAN RIGHTS
AND CITIZENSHIP AND IMMIGRATION

Chairman: Mr. Milton L. Klein

Vice-Chairman: Mr. Jack Roxburgh

and

Mr. Aiken,	Mr. Duquet,	Mr. Orlikow,
Mr. Alkenbrack,	Mr. Gundlock,	Mr. Prud'homme,
Mr. Badanai,	Mr. Haidasz,	Mr. Reid,
Mr. Baldwin,	Mr. Langlois	Mr. Skoreyko,
Mr. Barnett,	(Chicoutimi),	Mr. Tremblay,
Mr. Bell (Carleton),	Mr. Moore,	Mr. Watson
Mr. Blouin,	(Wetaskiwin),	(Châteauguay-
Mr. Crossman,	Mr. More (Regina City),	Huntingdon-Laprairie)
Mr. Dinsdale,	Mr. Orange,	—24.

(Quorum 10)

Fernand Despatie,
Clerk of the Committee,

WEDNESDAY, April 26, 1967.

The Standing Committee on Indian Affairs, Human Rights and Citizenship and Immigration has the honour to present its

SIXTH REPORT

A copy of the Minutes of Proceedings and Evidence pertaining to the Estimates (1966-67) of the Indian Affairs Branch of the Department of Northern Affairs and National Resources (*Issues Nos. 4 and 5*) and to matters affecting Indians and Indian communities (*Issues Nos. 6 to 9*) is tabled.

Respectfully submitted,

MILTON L. KLEIN,
Chairman.

LIST OF WITNESSES

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Battle, R. F.	2
(Assistant Deputy Minister, Indian Affairs Branch,	3
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Department of Indian Affairs and Northern Development)	
Brown, L. L.	3
(Chief, Federal-Provincial Relations, Indian Affairs Branch,	4
Department of Indian Affairs and Northern Development)	
Côté, E. A.	1
(Deputy Minister,	2
Department of Indian Affairs and	3
Northern Development)	4
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(Head of the Secretariat, Indian Affairs Branch,	2
Department of Indian Affairs and Northern Development)	3
Laing, Hon. Arthur	1
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